

2165
3
149

TRUST TERRITORY OF THE PACIFIC ISLANDS

INFORMATION ON THE TRUST TERRITORY OF
THE PACIFIC ISLANDS TRANSMITTED BY THE
UNITED STATES TO THE SECRETARY-GEN-
ERAL OF THE UNITED NATIONS PURSUANT
TO ARTICLE 88 OF THE CHARTER

THE UNIVERSITY
OF TEXAS

MAR 1950

THE LIBRARY

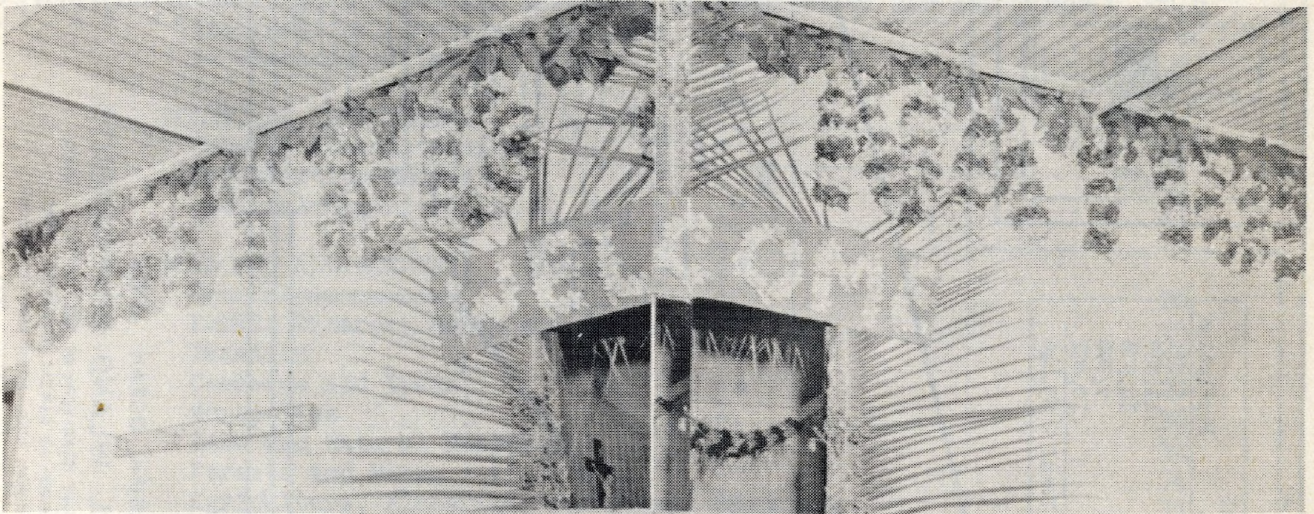
PREPARED BY THE NAVY DEPARTMENT
WASHINGTON, D. C. JULY 1949
(OPNAV-P22-100H)

REPORT ON THE
ADMINISTRATION OF THE
TRUST TERRITORY OF THE PACIFIC ISLANDS

FOR THE PERIOD
JULY 1, 1948 TO JUNE 30, 1949

TRANSMITTED BY THE UNITED STATES TO THE SECRETARY-
GENERAL OF THE UNITED NATIONS PURSUANT TO ARTICLE 88
OF THE UNITED NATIONS CHARTER

Prepared by the Navy Department
Washington, D. C. July 1949
(OpNav-P22-100H)



Design "United Nations Welcome" constructed of native flowers honoring Ambassador F. B. Sayre, United States Representative in the Trusteeship Council, on his visit to Likiep, Marshall Islands, May 1949.

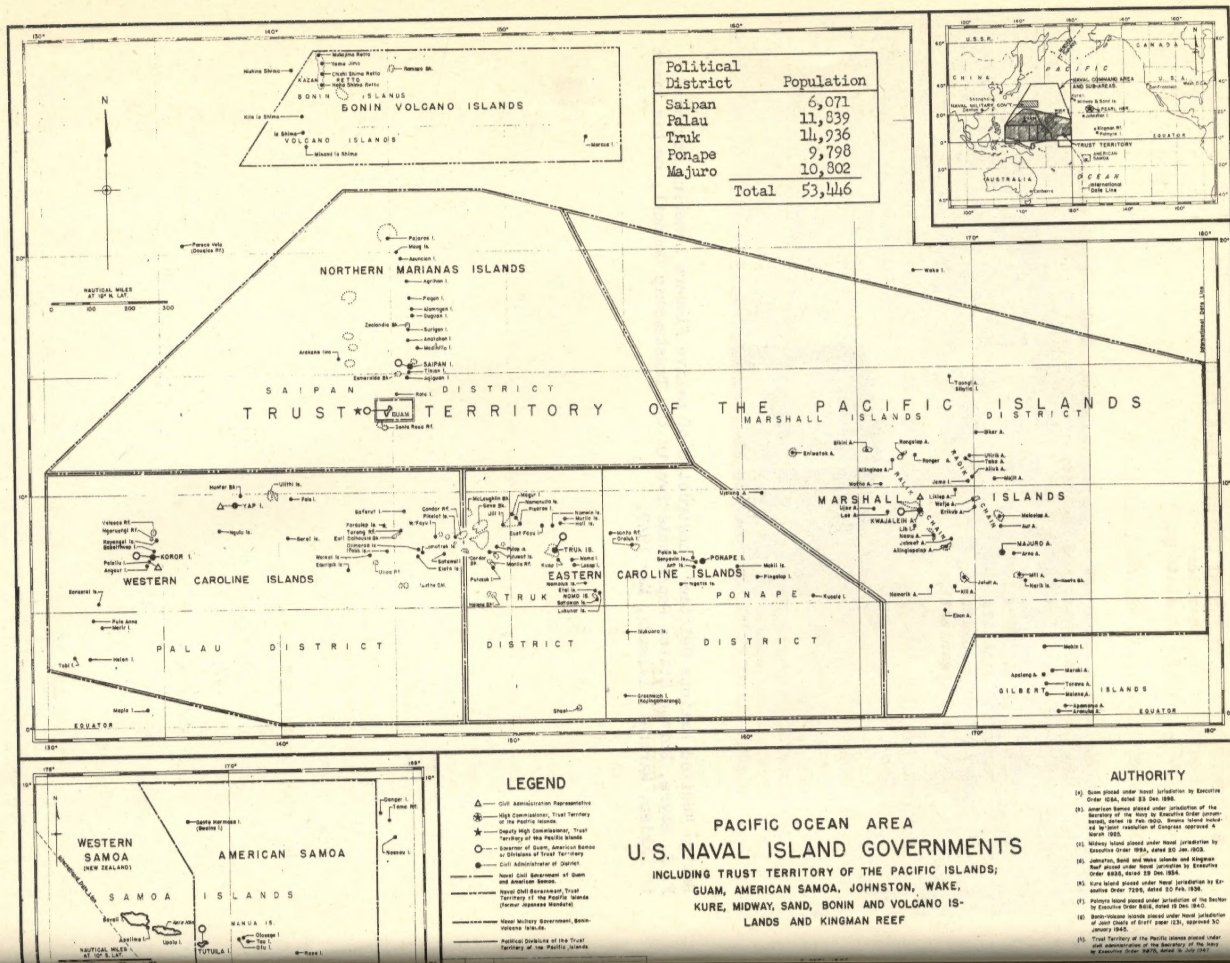


TABLE OF CONTENTS	
	Page
A. BRIEF INTRODUCTORY DESCRIPTIVE SECTION	1
B. STATUS OF THE TERRITORY AND ITS INHABITANTS:	
Status of the Territory	5
Status of the Inhabitants	6
C. INTERNATIONAL AND REGIONAL RELATIONS	8
D. INTERNATIONAL PEACE AND SECURITY: MAINTENANCE OF LAW AND ORDER:	
International Peace and Security	9
Maintenance of Law and Order	9
E. POLITICAL ADVANCEMENT:	
General Administration	11
Organization Charts	15-16
Judicial Organization	17
F. ECONOMIC ADVANCEMENT:	
General	20
Public Finance, Money and Banking	23
Taxation	23
Commerce and Trade	25
Monopolies	27
Land and Natural Resources	30
Forests and Mines	31
Agriculture, Fisheries, and Animal Husbandry	34
Industry	35
Investments	38
Transport and Communications	39
Public Works	39
G. SOCIAL ADVANCEMENT:	
General	42
Social Conditions	42
Standards of Living	44
Status of Women	44
Human Rights and Fundamental Freedoms	45
Labor Conditions and Regulations	47
Public Health	53
Sanitation	53
Drugs	58
Alcohol and Spirits	58
Population	59
Social Security and Welfare	59
Housing and Town Planning	60
Penal Organization	61
H. EDUCATIONAL ADVANCEMENT:	
General	64
Schools and Curriculum	65
Pupils	71
Teachers	71
Adult and Community Education	75
I. PUBLICATIONS	78
J. RESEARCH	79
K. SUGGESTIONS AND RECOMMENDATIONS	81
L. SUMMARY AND CONCLUSION	82

STATISTICAL SUPPLEMENT

	Page
I. POPULATION	I
II. ADMINISTRATIVE STRUCTURE OF GOVERNMENT	III
III. JUSTICE AND PENAL ADMINISTRATION	VII
IV. PUBLIC FINANCE	IX
V. TAXATION	XI
VI. TRADE	XI
VII. ENTERPRISES AND BUSINESS ORGANIZATIONS	XII
VIII. HOUSING	XII
IX. PRODUCTION:	
A. Agriculture	XI
B. Mines	XI
C. Industries	XI
D. Fisheries	XI
X. LABOR	XI
XI. COST OF LIVING	XVI
XII. PUBLIC HEALTH	XI
XIII. EDUCATION	XI
<u>DOCUMENTARY SUPPLEMENT</u>	
President's Letter of May 14, 1949	2
Interim Regulations	3
Establishment of Intermediate Schools	34
Commercial Information Bulletin	36
Policy of Charges for Medical Services to Natives	39
Public Health Program and Charges for Individual Medical and Dental Care	41
Names and Destinations of Scientists Participating in SIM Program	43

A. BRIEF INTRODUCTORY DESCRIPTIVE SECTION

1. General geographical description.
 - (a) Physical geography, area, physical characteristics, climate;
 - (b) Political geography, international boundaries, administrative divisions, cities, principal towns, etc.

The Trust Territory of the Pacific Islands covers an area of some three million square miles in the western Pacific Ocean north of the equator. The Territory contains 96 distinct island units with a combined land area of about 687 square miles. The Territory comprises those islands formerly held by Japan under mandate from the League of Nations and consists of those Micronesian island groups known as the Marshalls, the Carolines, and the Marianas with the exception of Guam). The islands forming the Trust Territory stretch from about latitude 1° to 20° north and from longitude 130° to 170° east. The distance from Tobi Island in the extreme west of the Carolines to Kili Island in the extreme east of the Marshalls is about 2,400 nautical miles or 2,727 statute miles.

The islands may be classified broadly as either "high" volcanic or "low" coral islands. The volcanic islands, which lie predominantly in the western portion of the Trust Territory, represent the exposed peaks of a submerged volcanic range which stretches from Japan southward through the Bonin Islands, the Marianas, Yap, and the Palau Islands to New Guinea. With the exception of the volcanic outcropping at Truk, Ponape, Kusaie, all the islands to the east of this volcanic range are of coral formation, mostly in the form of atolls.

The climate of the Trust Territory is, in general, tropical and rainy with small seasonal changes. Throughout most of the area the mean annual temperature averages from about 75° to 85° F. with a diurnal range of less than 10° F.

Rainfall is heaviest in the belt between 10° 30' and 80° 30' north latitude, where the average annual rainfall is over 120 inches. On the high islands within this zone the precipitation is considerably greater, being augmented by orographic rain. On the northern islands and atolls of the Marshall group there is a pronounced dry season during which water scarcity becomes a problem.

While local squalls and thunderstorms are not infrequent in the summer months, the most serious storms to which the area is subject are of the typhoon or tropical cyclone type. These moving storms and intense cyclonic circulation and winds of hurricane force are particularly destructive on the low islands, which may be swept at the same time by high waves. Typhoons may develop in any month, but they occur with greatest frequency between the months of July and November. The islands in the southern and western portions of the Trust Territory are most subject to destructive typhoons, while Truk and the islands to the eastward are relatively free of these disturbances.

The Trust Territory is divided for administrative purposes into the following five administrative districts: Saipan, Palau, Truk, Ponape and Marshall Islands. During the past year the former Yap district has been made a sub-division of the Palau District, and the former Majalein and Majuro Districts have been consolidated into a single Marshall Islands District with headquarters at Majuro. The headquarters of the High Commissioner of the Trust Territory of the Pacific Islands are at Pearl Harbor in the Territory of Hawaii. The Deputy High Commissioner of the Trust Territory of the Pacific Islands makes his headquarters on the island of Guam, which, although not a part of the Trust Territory, represents the natural metropolis of the area. The total resident population of the territory was 53,917 on June 30, 1949. Three-fifths of the population live on the six principal island units: Saipan, the Palaus, Yap, Truk, Ponape and Majuro. The other two-fifths are widely scattered and many of the isolated islands and atolls are inhabited by only a few dozen people. Many more are entirely uninhabited. There are no incorporated cities or towns in the Territory. With the exception of several well-defined communities on Saipan, most of the people live in small settlements and farmsteads scattered over the individual islands and island groups.

2. General information with regard to the ethnic composition of the population.

The inhabitants of the Trust Territory are broadly classed as Micronesians, i.e., people of the tiny islands. They are divided into a number of regional and local groupings which differ more or less in physical characteristics, language, and customs. The Micronesian stock is characterized by medium stature, brown skin, and straight to wavy black hair. Certain Mongoloid features may be distinguished among the islanders of the West and Central Carolines; Australoid characteristics are encountered in the southwest islands; while Polynesian types occur in the Marshalls. The Chamorros in the Marianas, although a racial blend, tend to resemble the people of the Philippine Islands and may be distinguished as a distinct ethnic group in contrast to other Micronesians.

3. Chief characteristics of the racial, linguistic, religious and social structure of the population.

No uniform Micronesian type of culture exists except in the sense that all the island peoples share certain general characteristics, such as proximity to the sea, specialized skills in the use of typical local materials (shells, fibers, coconut products, etc.), close kinship ties, cults of ancestors, and complex class distinctions under hereditary chiefs. Great variations in culture, however, occur among different island groups and even among various islands and atolls within the same geographic area. The natural loyalties of the people are distinctly local in character.

The great majority of the islanders have accepted Christianity, but native beliefs persist in many areas and have in general conditioned the extent and manner of its adoption.

Although the local languages all belong to the classification known as Malayo-Polynesian, there are eight distinct languages spoken within the Territory and most of these are subdivided into distinctive local dialects. At the present time the Japanese language is the nearest approach to a "lingua franca" throughout the Territory; however, English is now spoken by many of the inhabitants of the areas immediately adjacent to the Civil Administration Units.

4. Natural resources, flora, fauna, and basic economy (detailed later in special section).

The natural resources of the Trust Territory are meager, and much of the soil is of low fertility, thin, and susceptible to erosion. Rainfall, in some areas, is not well distributed; insect pests, diseases and weeds are a constant menace; and with grain or pod crops there are difficulties in pollination and curing the seed. These natural limitations have restricted the agriculture of the area to localized, subsistence gardening, which produces a fair range of root and fruit crops. The range is larger on the high islands than on the low. Thus the Marshallese, living on low coral islands, produce tree crops (breadfruit, pandanus, coconut, papaya and banana) and root crops (arrowroot and taro), gather marine foods (fish and shellfish), and raise their own livestock (pigs, chickens and ducks). On the higher islands to the west, somewhat less emphasis may be given to marine products but additional food crops are grown: yams, manioc, sugar cane, squash, melons, beans, citrus fruits, corn and pineapples. In some areas, particularly on the high islands, a tropical version of commercial agriculture appears feasible, but such programs cannot be successfully pursued on agriculture lines such as those practiced in the so-called temperate zone.

Forest resources are almost non-existent on the low coral islands. Substantial stands of timber still exist on some of the higher islands and, with care in utilization, it is believed that the Territory could supply nearly all of its own needs for lumber, with a possible export surplus of certain types of wood. Copra (dried coconut) has been the traditional agricultural export from the area. In recent years, however, the number of coconut trees has been seriously depleted on many islands by military activities and by the invasions of the Coconut Beetles, *Brousispa matiana*, and *Oryctes Rhinoceros*.

The marine resources of the Trust Territory are in general adequate for subsistence fishing and it is possible that profitable commercial fishing might be developed in

certain locales. The results of Japanese commercial fishing in the area indicate considerable resources of bonito, tuna, mackerel, sardine, shark, turtle, trepang, sponge, trochus shell and pearls.

Both the indigenous fauna and the numbers of imported livestock are limited. Cattle, pigs, goats, chickens and dogs were introduced to many of the islands by early explorers and traders, but livestock never became plentiful on any of the islands and was seriously depleted in number during the course of World War II military operations. However, almost 100 head of cattle survived from a herd which the Japanese had maintained on Tinian; most of this herd was distributed among other islands of the Trust Territory by the United States Commercial Company, the forerunner of the present Island Trading Company. Subsequent importation of cattle and hogs from the United States have been made.

The mineral resources of the Trust Territory are limited in number and generally of inferior quality. Phosphate, bauxite and manganese are the only minerals which have been extracted in considerable quantities and of these, only phosphate was ever commercially profitable. Iron, copper, nickel, and limonite have been found on some of the high islands but are not believed to be of economic importance.

5. Brief chronological historical survey and main events of the year.

In the period of discovery, beginning early in the 16th century, the islands now included in the Trust Territory were visited by Spanish, German, Dutch, Portuguese and English explorers. At an early date, Spain established a firm control over the Mariana Islands. In 1886 the conflicting claims of Spain and Germany for the Marshalls and Carolines were resolved through the mediation of Pope Leo XIII, pursuant to which Spain gained title to the Carolines and Germany secured undisputed control of the Marshalls. Following the Spanish-American War, Spain, in 1899, sold the Carolines and the Marianas (except Guam, which had been ceded to the United States in 1898) to Germany for 25 million pesetas. The German rule over these islands was terminated in 1914 when the Japanese, not long after entering World War I on the side of the Allied Powers, took possession. At the end of World War I, Japan received a class "C" mandate from the League of Nations over these islands. Soon thereafter the area was almost completely closed to non-Japanese visitors and, as is now known, fortification of the more strategic islands was begun. In 1935 Japan withdrew from the League of Nations, but did not relinquish control of the mandated territory. During World War II these islands and their surrounding waters became the scenes of decisive naval and military operations. The names of such remote ramparts as Kwajalein, Eniwetok, Truk, Ulithi, Peleliu, Saipan and Tinian became familiar words throughout the world. Beginning early in 1944, the islands were either wrested from Japanese control or isolated from further effective participation in the war.

From the termination of Japanese control until July 18, 1947, the islands now included in the Trust Territory were under Military Government administered by the United States Navy. On that date Military Government was ended by the President of the United States when he approved the Trusteeship Agreement between the United States and the Security Council of the United Nations for the Trust Territory of the Pacific Islands. On the same date, the President, by Executive Order 9875, delegated to the Secretary of the Navy the responsibility for civil administration of the Trust Territory on an interim basis and until such time as a civilian department or agency should be designated to have permanent responsibility for the government of the area.

A conference on conservation in Micronesia was held by the Pacific Science Board of the National Research Council in Honolulu to assist the administrative authorities on problems that have to be faced in this field.

Medical and dental survey of the islanders was continued throughout the past year. Population statistics were compiled as of June 30, 1949. Additional Interim Regulations for the Territory were promulgated. The Chief Justice of the Trust Territory was appointed by the Secretary of the Navy on November 24, 1948.

Admiral A. W. Radford replaced Admiral D. C. Ramsey as High Commissioner on May 1, 1949.

Rear Admiral L. S. Fiske replaced Rear Admiral C. H. Wright as Deputy High Commissioner on August 25, 1948.

On November 30, 1948 all import duties into the Trust Territory were cancelled.

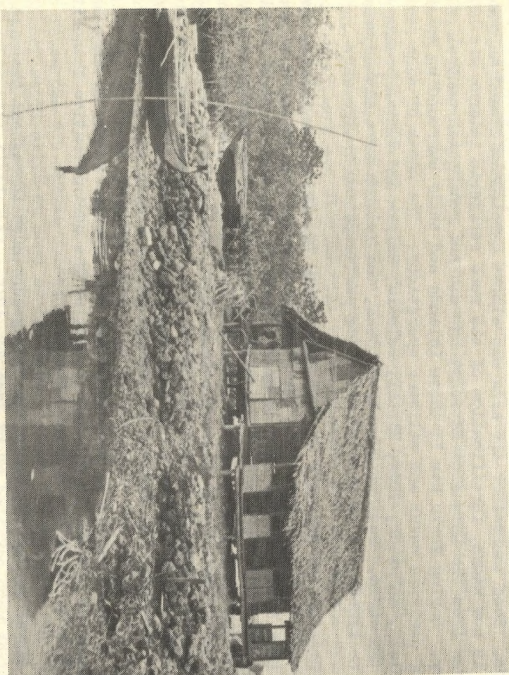
On January 24, 1949 the waters of the Trust Territory were opened to commercial fishing.

Two new medical dispensaries, at Pohnpe and Yap, were built and put in operation.

A 160-bed tuberculosis ward was completed at Saipan.

The work of the Coordinated Investigation of Micronesian Anthropology (CIMA) was completed during the year, the last member of the group leaving Uthai on January 29, 1949. Over thirty comprehensive reports on their work have been submitted.

Through the cooperation of the Pacific Science Board, who has made available ten fellowships for study in the Trust Territory, plans were completed to bring a group of scientists into the area to carry out a Scientific Investigation of Micronesia (SIM). The first members of the group arrived in the last month of 1948. The work includes study in the fields of anthropology, botany, zoology, geography and medical and nutritional research. See chart in the Documentary Supplement (page 43) for a schedule of the SIM program and the scientists and technicians who participated in the investigations.



B. STATUS OF THE TERRITORY AND ITS INHABITANTS

Status of the Territory

6. What is the basis of the administration in international and domestic constitutional law? Is there any organic law in which the Administering Authority has laid down and defined the status of the Trust Territory? Indicate such changes as have been made in this organic law.

The basis in international law for the administration by the United States of the Trust Territory of the Pacific Islands is the Trusteeship Agreement for the former Japanese Mandated Islands, unanimously approved by the Security Council of the United Nations on April 2, 1947. This agreement (S/318) became effective on July 18, 1947, when President Truman approved it, pursuant to the authority granted by Public Law 204 of the 80th Congress. On the same date, the President, by Executive Order 9875, delegated to the Secretary of the Navy the responsibility for the civil administration of the Trust Territory as an interim measure. There is not, as yet, any organic law for the Trust Territory.

7. What is the nature of the legislative, administrative and judicial systems with particular reference to:
- (a) The nature and composition of legislative organs (or other representative bodies), and executive and judicial organs, especially as far as the participation of the local inhabitants is concerned;
 - (b) The method of popular representation including electoral qualifications, size of electorate and its proportion of the total population;
 - (c) The local government institutions, and the extent to which the Territory has legislative, administrative and budgetary autonomy?
- Define the extent and character of powers of the legislative and executive and the extent and character of control vested in and exercised by the chief administrative officer and other officers or official organs of the Territory.

Subject to the direction of the Secretary of the Navy, all powers of government and jurisdiction in the Trust Territory are vested in the High Commissioner of the Trust Territory of the Pacific Islands. His principal assistant is the Deputy High Commissioner, whose headquarters are on the island of Guam. The Trust Territory is divided into 4 sub-areas, each of which is headed by a Governor (Northern Marianas, Western Carolines, Eastern Carolines, and Marshalls).

There are five Civil Administrative Districts. See page 6 of Documentary Supplement for administrative divisions. See page 20 of same Supplement for information on courts in the area.

The administration is based upon the indigenous governmental systems of the inhabitants. Local municipal governments are authorized to levy, collect and expend local taxes and to make local rules. They assist in the enforcement of orders from higher authority and are required to keep records. Each local municipal government (island and/or village) has a magistrate and a treasurer, and may have other officials or a Council, if they so wish. Certain functions of local government may be exercised by a clan or family, although the primary responsibility remains with the local municipalities. It is the expressed policy of the Administering Authority to establish and foster self-governing communities and to give due weight to local customs and traditions in all general ordinances and regulations.

While the islanders perform legislative, judicial, and executive functions within the municipality, it has not yet been found feasible to provide for their participation in the wider areas of administration because of their localized loyalties, geographical isolation and lack of experience in administration beyond the confines of the immediate community. Each municipality thus enjoys a large degree of local autonomy, including budgetary autonomy, subject only to the regulations of higher authorities with respect to the maintenance of peace and order, the enforcement of measures for health and sanitation and the implementation of general ordinances concerning trade, industry, labor, and education which are essential to the well-being of the inhabitants of the Trust Territory as a whole.

Where the inhabitants have been found to be qualified to elect representatives, regularly constituted elections have been held. Truk, the Palau, Ponape and many satellite islands have held elections for the purpose of choosing their officials. Voting rights have been granted to male and female members of the community equally. The institution of democratic expression has been encouraged by the Administering Authority.

The local inhabitants are fully represented by their elected or appointed leaders who meet periodically with the Civil Administrators or their representatives to discuss current problems and projected plans, to be instructed in the new ordinances and regulations and to be delegated definite duties and responsibilities in connection with the mission of the civil administration. Local funds, over and above those necessary for the payment of local magistrates and other officials, can be used by the communities for their own welfare, subject to Civil Administrator's supervision. (See answer to question 26).

Status of the Inhabitants

8. What special national status has been granted to the indigenous inhabitants? What is the legal or current term used to describe this special status and how is this term defined?

The legal status of the indigenous inhabitants will be defined in the organic act now being considered. At present the indigenous inhabitants are unofficially described as "citizens of the Trust Territory".

9. What types, rights and responsibilities of citizenship are conferred upon the inhabitants of both sexes?

All indigenous inhabitants of the Trust Territory enjoy certain special rights by virtue of their status. They are privileged to vote in municipal elections or to be represented in local affairs in accordance with customary practices. They are given special protection in the possession of their property, both individual and collective, against outside encroachment and are also protected economically against exploitation by commercial enterprises. As a result of their status in the Trust Territory, the islanders have specific rights and responsibilities with respect to medical aid, sanitation, transportation and education. All inhabitants of the Territory, without distinction of age, sex, race or religion, enjoy the basic humanitarian rights and freedoms (See answer to question 136).

10. Do the peoples of the Territory enjoy in the metropolitan territory of the Administering Authority and in its colonies, protectorates, and other dependencies the same guarantee as regards the protection of their persons and property as do the peoples of the said colonies, protectorates and other dependencies? If not, what treatment do they receive in this respect?

Yes.

11. What is the status of immigrant communities?

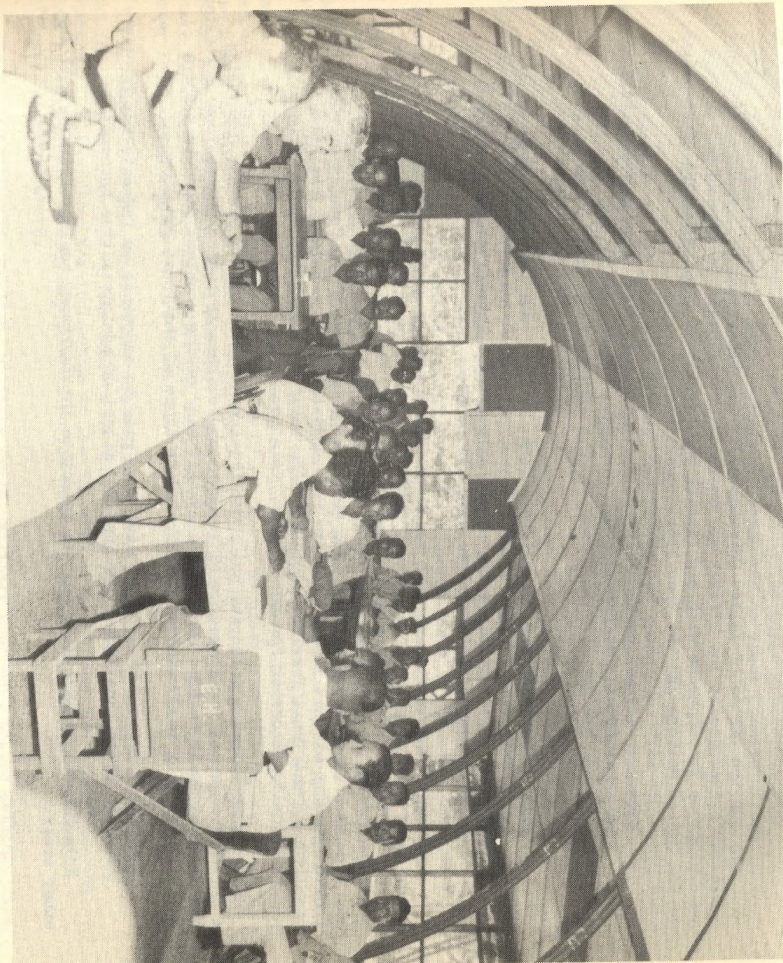
There are no immigrant communities in the Territory. A work colony of approximately 350 Japanese is maintained on Angaur. These workers live apart from the indigenous population and are supervised by representatives of the contracting company. They are subject to all local laws promulgated by the Governor of the Western Carolines.

12. Is there a civil register in the Territory? Is registration of births and deaths compulsory? If there are any exceptions, on what grounds? What progress has been achieved in the application of the rules of civil registration?

The civil administration of the Trust Territory has instituted a system for the maintenance of vital statistics, designed to produce uniform records in harmony with local customs in so far as feasible. A "civilian registrar" is required to be designated in each island community, with responsibility for maintaining birth and death registration within his community. Each Civil Administration Unit is also required to designate an officer as Central Registrar whose duties include (a) the collection of certificates of birth and death from all civilian registrars, (b) the preparation of a permanent central

register of births and deaths, and (c) the issuance of certificates, transcripts and other records. It is the legal responsibility of parents and of the registrar in each community to see that each livebirth and stillbirth is registered. In case of death, it is the responsibility of the physician or any other person having knowledge of it to submit all pertinent information to the registrar. Official birth and death certificates have been provided for such registrations; the latter make reference to cause of death, as known.

A population census is required as of the first of July in each year and is supplemented by interim (quarterly) totals of vital statistics. The recording of vital statistics and census-taking procedures have been developed to the point where such records are now considered to be reasonably accurate.



The Palau Congress, one of the first self-governing organizations in the Trust Territory which held its first meeting on July 4, 1947. Here the representatives of the people of the Western Carolines sit in session in July 1948.

C. INTERNATIONAL AND REGIONAL RELATIONS

13. Give a list of international treaties, conventions, and other agreements applying to the Territory. State in each annual report which of these treaties, conventions, and other agreements have been entered into during the year under review.

The Administering Authority is at present reviewing the treaties, conventions and other agreements to which it is a party, with a view to determining which of those agreements may properly be considered as applicable to the Trust Territory in accordance with the provisions of Article 14 of the Trusteeship Agreement. Narcotic Conventions are reviewed in answer to question 193.

14. What arrangements have been made by the Administering Authority regarding the cooperation of the Territory with the organs of the United Nations and with the specialized agencies?

Through the Office of Island Governments in the Department of the Navy, the Trust Territory has access to the offices and agencies of the State Department and is thus in a position to cooperate with and receive the benefit of the operations of the organs of the United Nations and the specialized agencies.

15. What activities have been carried on in the Territory by non-governmental bodies of an international character?

None.

16. What cooperation and general relations, if any, have been established with neighboring territories under the control of the Administering Authority and with other territories with regard to political, administrative, economic, scientific, technical and cultural matters?

As Guam is the leading port in the Micronesian Area, a great deal of Trust Territory commerce is transhipped there. The Schools of Medical Assistants, Dental Assistants, and the School of Nursing are maintained at the Naval Medical Center on Guam. Numerous Trust Territory citizens are resident in Guam for schooling beyond that now offered in the Territory educational system. The offices of the Deputy High Commissioner have been located on Guam as that Island is in an intermediate position between the United States mainland and the Trust Territory points in the Naval Communication system. Guam is also a natural cultural center for the Mariana Islands.

The Administering Authority has a vital interest in the South Pacific Commission, a regional organization sponsored by the various governments having possessions or trust ships in the South Pacific and recognizes that many of the problems faced by members of the South Pacific Commission are similar to those of the Trust Territory.

17. What arrangements, if any, have been made to associate or federate the Territory with other territories for customs, fiscal or administrative purposes?

No arrangements have been made to associate the Territory administratively with any other areas.

D. INTERNATIONAL PEACE AND SECURITY: MAINTENANCE OF LAW AND ORDER

18. What obligations with respect to the Territory has the Administering Authority undertaken towards the Security Council?

Article 5 of the Trusteeship Agreement is quoted as follows:

"In discharging its obligations under Article 76(a) and Article 84 of the Charter, the Administering Authority shall insure that the Trust Territory shall play its part, in accordance with the Charter of the United Nations, in the maintenance of international peace and security. To this end, the Administering Authority shall be entitled:

1. to establish naval, military and air bases and to erect fortifications in the Trust Territory;
2. to station and employ armed forces in the Territory; and
3. to make use of volunteer forces, facilities and assistance from the Trust Territory in carrying out the obligations towards the Security Council undertaken in this regard by the Administering Authority, as well as for the local defense and the maintenance of law and order within the Trust Territory."

Maintenance of Law and Order

19. What forces are maintained for internal order and what is their organization, method of recruiting, conditions of service, nationality, equipment and facilities? What is the annual expenditure on the maintenance of internal law and order? What arms and ammunition were imported for local purposes during the year?

The only active law enforcement agency in the Trust Territory is the Central Pacific Insular Constabulary, a unit of which is located at each of the Civil Administration headquarters. Each district has its own organization which conforms to the general plan. A typical one is that of Saipan, where the Constabulary force consists of a sergeant-major, two desk sergeants, two patrol sergeants, four corporals, twenty-three guards, and three recruits. The sizes of the units vary according to the population of the district and to the duties involved. Each unit is supervised and trained by a specially selected United States Marine non-commissioned officer. Overall control from the High Commissioner's staff is supervisory and the individual units have a high degree of independence of action under local Civil Administrators within the limits of basic directives.

All members of the constabulary are volunteers. No difficulty is met in keeping the forces up to strength as the members of the Constabulary have high prestige in the community. All members are indigenous to the district in which they are employed. The only non-indigenous persons employed in police work are the Marine non-commissioned officers mentioned above.

Training is given in English, military drill, military courtesy, police methods, fire fighting and law.

Each unit headquarters for the Constabulary consists of a police station, a jail, a fire station, and barracks for the constabulary.

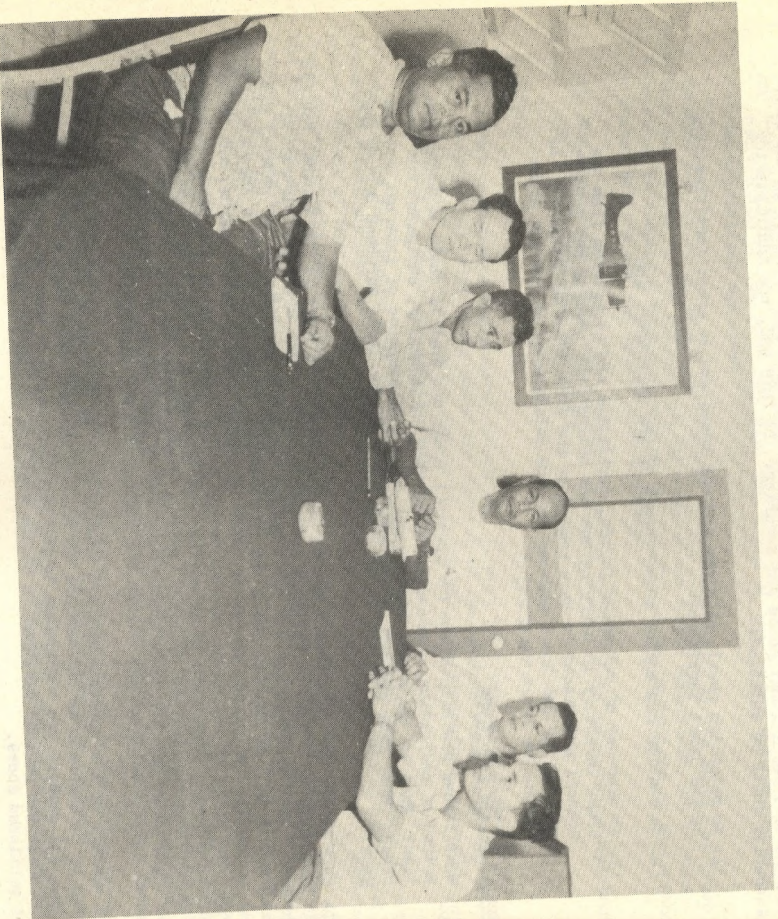
In the last quarter of fiscal 1949 the membership of the district constabulary units was as follows: Saipan, 40; Palau, 67; Truk, 61; Ponape, 42; and Marshall Islands, 31.

The annual expenditure for legal and public safety work (the work of the Constabulary includes fire fighting and public safety programs) was approximately \$108,000.00. This includes funds spent for courts, judges, and law enforcement, including all salaries.

No arms or ammunition were imported during the past year.

20. Have there been any instances of collective violence or disorder which have required the use of police or military forces? What were the causes of such violence or disorders? What action has been taken to remove the causes as well as to deal with the manifestations?

No.



High Council from Saipan visit Guam for conferences with officers of the Deputy High Commissioner's office, Trust Territory of the Pacific Islands. The Council set in on regular sessions of Guam Congress. Their prime objective was to study procedures of both houses of Guam Congress to prepare for the establishment of their own Congress on Saipan.

E. POLITICAL ADVANCEMENT

General Administration

21. What legislative and other steps have been taken during the year to further the political advancement of the Territory, especially towards self-government or independence, in accordance with Article 76(b) of the Charter?

The policy of the Administering Authority in respect to self-government is quoted as follows:

"It is desired that the inhabitants of the island territories be granted the highest degree of self-government that they are capable of assimilating. They shall be encouraged and assisted to assume as much as possible of the management of their own affairs and the conduct of their own government. Local governments, insofar as practicable, should be patterned on the politico-social institutions which the inhabitants have evolved for themselves. Island Government ordinances and regulations should give due weight to local traditions and customs. Legislation and its enforcement machinery should be held to the minimum requisite to the preservation of peace and order, the maintenance of property rights, the enforcement of measures for health and sanitation and those laws respecting trade, industry and labor which are essential to economic well-being."

Section 6 of the Interim Regulations of the Trust Territory implements this policy, and the provisions of Section 6 have been promulgated and are in effect in all units and areas of the Trust Territory.

At the present time, local leaders are being developed for administrative, educational and professional duties with the view that they will ultimately become part of the framework upon which efficient self-government can be built. See answer to question 26.

22. Indicate briefly, by diagram if possible, the structure of the Territorial administration, enumerating the personnel, responsibilities and functions of each branch.

Refer to pages 3, 4 and 5 of the Documentary Supplement and pages 15 and 16 of Report.

23. What changes, if any, have taken place during the year in the composition of the staff?

There have been no changes during the year in the composition of the staff.

24. Explain briefly the suffrage laws and regulations and in detail their application to men and women and to racial groups.

The guarantee expressed in Section 5 of the Interim Regulations (Fundamental Rights) that the existing customs and local laws of the indigenous inhabitants of the Trust Territory shall be respected is applicable to the manner in which the right of suffrage is exercised in the area. The provision of Section 5 prohibiting discrimination in the Trust Territory against any person on account of race, sex, language or religion is also applicable within the limitations of the above guarantee.

25. Show in statistical tables, if practicable, to what extent, in what capacities and under what conditions of service the indigenous inhabitants are employed in general administration.

See page XVI of the Statistical Supplement.

26. Explain briefly the various customs regulating behavior and conditions throughout the indigenous groups and indicate to what extent such customs are recognized by the administration of the Territory. To what extent have they been implemented by the establishment of Native government representatives, councils, judicial organizations and other measures introduced to assist the people progressively to advance materially and culturally towards self-government or independence as required by the Charter?

The native cultures of Micronesia vary markedly from one island group to another, and this aboriginal variation is further complicated by the varying degrees of acculturation acquired during the periods of Spanish, German and Japanese control. There are two institutions, however, widespread throughout the territory, which influence the development of self-government; first, the strong tradition of hereditary class structure in native societies, with rule by hereditary chiefs or nobles; second, the council, instituted within the native cultures and consisting usually of family heads or elders. These councils function as sounding-boards of public opinion, to temper the normal powers of the chiefs to a greater or lesser degree.

To comply with its obligation under Article 76(b), the Administering Authority has consistently fostered development toward self-government. Through a program of education and civic guidance, it has sought to further self-government, beginning on the local, or "municipal", level and to teach the people the rights and obligations of good government. No pressure has been brought to force the people to discard their customs and sanctions in favor of modern western institutions, since it is believed that only confusion and social disintegration would result if the Indians were required to adopt foreign practices without proper preparation. Rather, certain functions have been assigned to the local governments, and through a program of political education and instruction, communities have been offered the opportunity to modernize their political procedures as they desire. The result during the past two years has been that an increasing number of municipalities have come to choose their local officials through modern electoral procedures.

The plan envisaged for self-government on the municipal level is based on the following concepts: that a minimal number of officials should be required; that the authority and duties of the municipalities should be simply but precisely defined. Accordingly, each municipality designates a minimum of two officers; an executive head, usually called the "Magistrate" and a Treasurer. A Community Court Judge may be designated, or the Magistrate may function in that capacity. Frequently, a council of elders serves as an advisory body to the Magistrate. The Magistrate and the Treasurer may be paid by the municipality, but whether they receive salaries or not, and the amounts of such salaries paid, depend on the wishes of the community. The municipalities have the duties of carrying out the local enforcement of territorial and district laws, particularly with regard to sanitation and education; they are empowered to make local rules; to levy, collect and expend local taxes (types and limitations of such taxes are described elsewhere); and to keep records on matters of municipal finance and vital statistics.

There are at the present time a total of 116 municipalities in the Trust Territory, the majority of which carry out their governmental functions in reasonably adequate fashion. A certain number of communities in the isolated island groups of the Central Carolines, between Yap and Truk, are very loosely organized, or rather, the inhabitants have designated their hereditary chiefs as Magistrates and community life proceeds according to old established patterns except that the Magistrate collects certain taxes to pay the island school teacher. This is particularly true of the eleven islands and atolls south and east of Yap, in the Palau District. It will be noted the number of municipalities is slightly smaller than reported in the preceding year. This is the result of consolidating small communities within single atolls, particularly in the Marshall Islands.

Municipal officers are designated in one of three ways; where the people prefer to recognize the hereditary rights of a chief they may do so, and the chief is recognized as Magistrate by the Administration; in some few instances, officers are appointed by the Administration, only, however, after consultation with community chiefs and elders; in a continually increasing number of instances, municipal officials are elected by popular vote, through a secret ballot. The following tabulation shows the number of incumbent Magistrates and the means by which they were selected:

District	Elected	Appointed	Hereditary	Total
Salipan	3	2	0	5
Palau Area	14	0	2	16
Palau	10	0	0	10
Yap	0	0	11	11
Outer Islands				

District	Elected	Appointed	Hereditary	Total
Truk	19	10	10	39
Ponape	2	0	9	11
Marshall Islands	20	2	2	24
Total				116

The methods by which elections are held in some of the more remote islands is worth accounting, for the problem of having illiterate persons cast secret ballots has taxed the ingenuity of Native Affairs officers. (In the principal centers of population a high proportion of the people are literate, either in the vernacular, in Japanese, or in English. A continuously increasing number of the younger people are becoming literate in English.) At times the Native Affairs officer conducting the election has held photographs of the candidates proposed, in which case he would have each voter point out his choice. Other times the electorate files past, each whispering the name of his preference, while not strictly secret, this type of ballot has been necessarily adopted in some cases.

On the regional or district level, too, advances in the field of self-government are being made, but they are proceeding more slowly than on the municipal level, for a number of reasons. Factors which have to be overcome to develop regional or district government by the native inhabitants stem from the ethnocentricity of the people themselves, which derives from their linguistic and cultural differences, and their lack of communication because of great distances between islands. The greatest progress has been made in the Palau, where the Palau Congress has functioned as an advisory body on affairs of the islands since July 4, 1947. This Congress is composed of the sixteen district chiefs or their appointed representatives, congressmen elected from each municipality on a representative basis (one from a municipality of less than 200 people, two where the population ranges from 200 to 500, and three from municipalities counting more than 500 persons) and the two High Chiefs. The inclusion of both hereditary and elective members has met the approval of all sectors of the population, and has liberalized the former hereditary authority of the chiefs. In conservative Yap, within the past year, the Chiefs' Council has been supplemented and liberalized by the formation of a "Young Men's Council" consisting of representatives elected by the young men's groups, which sits separately on some occasions, and with the Council of Chiefs on others, to discuss problems of the islands. At the present time, plans have been prepared for a Marshall Islands Congress, and a preliminary meeting of the Marshallese is scheduled early in July 1949 to discuss the proposition. The people are to decide on the form of the Congress and conditions of presentation, the recommended plan consisting of a body that would include both the hereditary leaders and elected representatives.

The Chamorro of the Northern Marianas, although more westernized and acculturated in many ways than their Carolinian neighbors, have only recently shown interest in forming a governmental body for the Saipan District. The possibilities favoring such a development, and the advantages deriving therefrom, were discussed in a recent conference of the High Council of Saipan and members of the Staff of the Deputy High Commissioner.

In the Truk District, a premature attempt to establish a unified political structure above the local level, made during the military government days, has proved unsuccessful. The people were not prepared to cope with the complexities of centralized government. It was found necessary to discard this artificial atoll organization, restoring to the communities their individual responsibilities and rights. This move was made during the last fiscal year. At the close of the year, the thirty-seven Truk municipalities were working efficiently and well, but the prospects of a District-wide political organization will have to be held in abeyance until such time as the community leaders have a broader understanding of governmental practices used in the modern world.

Ponape has, on the main island, an Island Council composed of the Chiefs and Treasurers of the five municipalities, who meet monthly with the Civil Administrator to discuss problems of general interest. These meetings are open to the public, and often have attendance of several hundred persons, any of whom may present opinions. It is felt that this is a nucleus around which a district-wide governmental body will be developed, as the capacity of the people for handling their own affairs under modern conditions grows.

Thus far, regional and district organizations existing and proposed have been given only advisory powers, but as they master the techniques and procedures of legislation, they will be accorded progressively more and more authority.

A territory-wide legislative body is included in the long-range plans of the administration, but the problems of transportation, communication, and even more important, the problem of ethnic diversity, will have to be solved before the plan can be effectively concluded. It is planned that the Staff Legislative Advisory Committee will gradually be augmented by including indigenous representatives from the various districts, and that in time the Staff members will be replaced entirely by Micronesians, who will then be trained and equipped to develop and carry out legislative proposals for the Trust Territory as a whole.

The extent of inclusion of indigenous inhabitants in the judiciary structure is discussed in the answer to question 33.

27. Describe briefly the administrative organization engaged in the various phases of this work and the requirements of knowledge and conditions of training of personnel. Report annually on activities and progress in this special work.

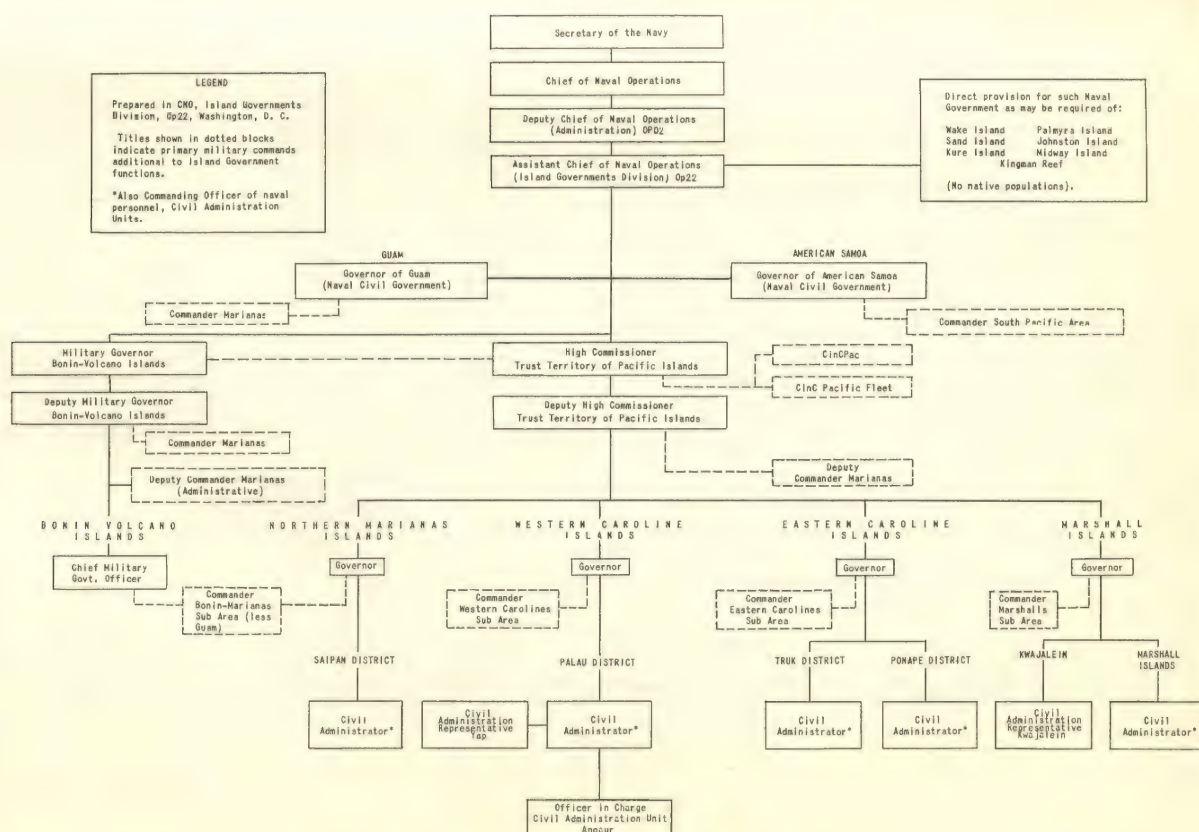
The assumption of responsibility for the administration of the Trust Territory immediately following World War II involved assignments for which the United States found few officers qualified. Realizing the necessity of providing trained personnel for such a task, the United States Navy immediately set up appropriate schools. The main school was originally located at Columbia University but was later transferred to Princeton. Personnel sent to this school were, for the most part, Naval Reserve officers whose background and educational qualifications indicated an aptitude for training in, and ultimate assignment to, island administration. In Washington, a section of the Chief of Naval Operations, originally called the Military Government Section and currently the Office of Island Governments, was delegated to direct this program.

Early in 1946, it was decided to establish a regularly constituted School of Naval Administration at Stanford University (SONA). Here officers were ordered for an indoctrination period of five months to prepare them for the administrative task ahead. The material for this school's curriculum was a careful compilation of information submitted by existing military government units in the field as well as of historical and anthropological studies which had been made of similar peoples. This material was meager at the outset, but reports, correspondence and the results of investigation and surveys were gradually made available to the school, and each of these studied thoroughly in order to develop proper background and philosophies of administration.

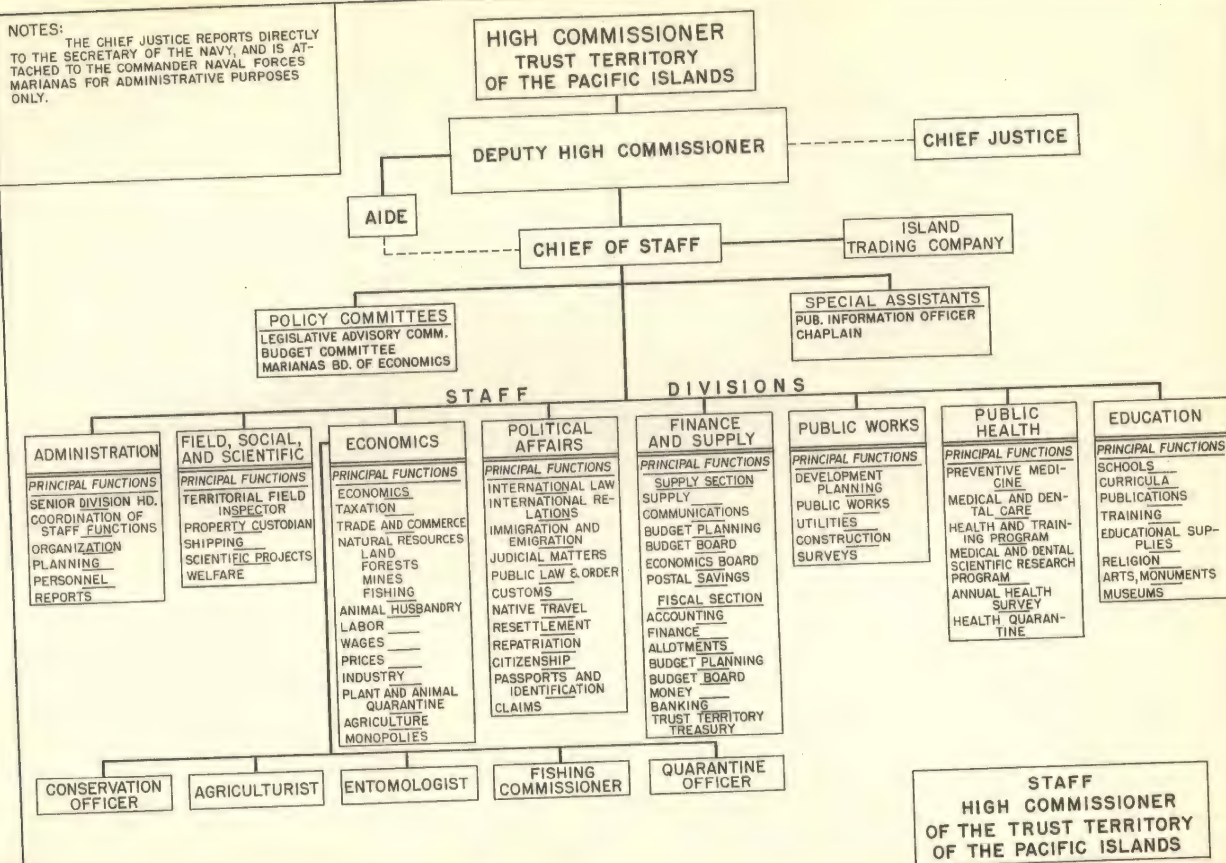
Responsible ultimately to the Chief of Naval Operations, (Island Governments), officers who had completed their training at Stanford reported to the administrative staff of the Commander in Chief, Pacific Fleet in Honolulu, to the staff of the latter's immediate assistant in Guam, and to those of the Atoll Commanders (later called Governors) for local duty. An Atoll Commander was known under the Military Government as the Commanding Officer of the Military Government Unit. However, his functions were later superseded by those of a governor (of an area) or a civil administrator (of a district).

The results of the training received by officers at the School of Naval Administration were early apparent. Their studies had equipped them, in general, to understand social and economic implications of native culture, and to be able to cope with the problems inherent in the United States Government's newly acquired responsibility. Each had been specifically prepared for an individual assignment—labor officer, public works officer, legal officer, etc.—by specialized training given at the conclusion of the regular SONA course. The first trained group of Military Government officers arrived in the field late in 1946 to assume responsibilities which had been temporarily assigned to officers trained primarily for invasion conditions. Upon their arrival, Military Government Units (later, Civil Administration Units) found themselves, equipped with full staffs of specialists who were well-based in the anthropology of the Micronesian area and specifically trained in their staff functions. The number of officers sent to each of the Military Government Units was between ten and fifteen.

ORGANIZATION OF U. S. NAVAL ISLAND GOVERNMENTS (FOR CERTAIN PACIFIC ISLANDS UNDER U. S. CONTROL)



NOTES: THE CHIEF JUSTICE REPORTS DIRECTLY TO THE SECRETARY OF THE NAVY, AND IS ATTACHED TO THE COMMANDER NAVAL FORCES MARIANAS FOR ADMINISTRATIVE PURPOSES ONLY.



It is the present intention of the Administering Authority to perpetuate the pattern which has been established in the successful pre-duty training of island administrative officers by requiring of all future officers a period of instruction in the following subjects:

- The Islands as a Setting for Administration.
- Island Populations.
- History and Government.
- Comparative Colonial Administration.
- Naval Administration.
- International Law and Organization.
- Role of the Islands in Basic and World Politics.
- Social Conditions and Problems.
- Economic Conditions and Problems.
- Political Conditions and Problems.
- Health Conditions and Problems.
- Education and Public Opinion.
- Language Learning.
- Technique of Investigation and Administration.

On July 18, 1947, Military Government came to an end when, by Presidential action, Civil Administration in the Trust Territory was established under the continuing supervision of the United States Navy. Within the Civil Administration program, the four administrative areas remained the same, and the seven administrative districts continued until this year when they were reduced in number to five by reducing the status of the Yap district to that of a sub-district under the civil administrator of the Palau, and by consolidating the Kwajalein and Majuro districts into a single administrative unit. In each administrative sub-division officers have been assigned to the following main departments: education, economics, public works, supply, public health and sanitation (see Organization of the Civil Administration Units, pages III, IV, V, VI of the Statistical Supplement).

Judicial Organization

28. Describe the judicial organization, both civil and criminal, including the system of appeals. Is there any differentiation on the basis of race or sex? What is the official language of the courts and tribunals? Are other languages (i.e. native dialects) employed in these courts and tribunals?

The judicial organization of the Trust Territory has been augmented by the addition of a new court of general jurisdiction, the District Court, and the appointment of a Chief Justice responsible directly to the Secretary of the Navy. The powers of review of Community, Justice, and Superior Court cases, previously exercised by administration officials have been transferred to the District Court. The court system, revised during the past year, is set forth on page 20 of the Documentary Supplement.

There is no differentiation on the basis of race or sex.

The official language of the native courts is the language of the area; interpreters are provided where necessary. The language of the higher courts is English with interpreters translating into the vernacular where necessary.

29. How are the courts and tribunals of the various instances constituted? With respect to the several classes of courts and tribunals, who are eligible for membership and what is the tenure of members? With whom does the power of appointment and removal rest? Do administrative or legislative officials exercise judicial functions and, if so, what functions?

The manner in which courts are constituted is shown in Section II of the Interim Regulations, page 21 of the Documentary Supplement. In some localities within the Trust Territory the local headmen or chief performs judicial as well as legislative and executive functions. In such a case his judicial duties are those of Judge of the Community Lowest Court. At the close of the year there were: 102 Community Courts with a total of 127

indigenous judges, eight Justice Courts with a total of nine indigenous and six non-indigenous judges, four Superior Courts with a total of eight indigenous and five non-indigenous judges, and the District Court with one non-indigenous judge.

Section 11, Article IV, Sub-Section 6 of the Interim Regulations (Page 21, Documentary Supplement) states that "native inhabitants of the Trust Territory shall be utilized in the Civil Administration Court system to the maximum degree consistent with proper administration."

The power to appoint or remove indigenous judges rests with the Civil Administrator. In many instances the indigenous magistrate exercises both administrative and judicial functions. This is especially true on the smaller islands where the divisions between administrative, legislative and judicial functions are not well defined.

20. What are the methods of trial and of ascertainment of fact used in the disposition of cases?

The procedure prescribed for courts in the Trust Territory is set forth in Section 11, Article VIII of Interim Regulation 1-49. Rules of pleading, practice, and procedure are issued by the Chief Justice by virtue of the power conferred by Section 11, Article III of Interim Regulation 1-49. Local courts have inherent rule-making power where not covered by the general rules. Trial is by judge or judges. There is no trial by jury in the Trust Territory.

21. Do courts and tribunals recognize local customary law and, if so, in what cases and under what conditions?

The courts of the Trust Territory recognize local customary law in all cases except where such local customs might lead to a serious miscarriage of justice, to a violation of the basic rights of the individual or the Trusteeship Agreement or Civil Administration enactments, or to a situation endangering public health or morale.

22. Are all elements of the population entitled to officiate in the courts and tribunals; for example, as judges, assessors, counsels, or members of the jury?

The Interim Regulations specifically provide (Section 11, Article IV, Sub-Section 6 of Interim Regulation 1-49) that "native inhabitants of the Trust Territory shall be utilized in the Civil Administration court system to the maximum degree consistent with proper administration." The most extensive participation is in the community courts. All community courts are under indigenous judges. Indigenous personnel are being used to an increasing extent in the justice and superior courts where they act as judges as well as clerks and assessors.

23. Does the judicial organization include tribunals exclusively composed of indigenous inhabitants? What powers do they exercise? Can they inflict punishments for which the written law makes no provision? How are their sentences carried out?

The Community Courts are exclusively composed of indigenous inhabitants of the Trust Territory. In addition, Civil Administrators can and do constitute justice courts composed exclusively of indigenous personnel where such personnel are qualified and willing to serve in this capacity.

For more detailed information on the Civil Administration Courts see page 20 of the Documentary Supplement.

These courts can inflict punishment for violations of unwritten but generally recognized local customary law. Their sentences are carried out by (indigenous) authorities or members of the Constabulary.

24. How has the Administering Authority insured equal treatment for the nationals of all Members of the United Nations in the administration of justice?

Section 5 of the Interim Regulations provides for equal treatment of all persons in the administration of justice, regardless of nationality.



Captain Nellie Jane DeWitt, MC, USN, Director, Navy Nurse Corps, is shown congratulating the graduate nurses after the graduating exercises at the Guam Memorial Hospital.

F. ECONOMIC ADVANCEMENT

General

35. Present a brief statement on the general economic situation of the Territory during the year, with special emphasis on any unusual circumstances—favorable or adverse.

The effects of World War II are still apparent in many islands in the Trust Territory. Coconut plantations and small industries and shops in the larger areas that were devastated are slowly being reconstructed. Considerable replanting has been initiated, with the result that within a few years copra production should be approximating pre-war figures except in the areas affected by the coconut beetles. Even in the islands untouched by war, during the years of preparation, disruption of ordinary trade channels had reduced the efforts of most native groups to a struggle for existence. These adversities were augmented after the surrender by the repatriation of Japanese and Okinawan traders and workers, in consequence of which the natives were thrust entirely on their own resources. This complicated the processes of rehabilitation since all key economic and business functions for thirty years prior to World War II had been in the hands of Japanese. The present administration, therefore, has had the dual responsibility of developing entrepreneurs and physical assets. Satisfactory progress has been made but the people will not, for some time, be in a position to assume all the responsibilities of management. The Island Trading Company, successor to the United States Commercial Company, has been successful in expanding markets for exports in encouraging native-owned trade stores and native wholesale companies; and in increasing the variety and volume of imports. During the past year economic conditions in the Trust Territory have been greatly improved by this effort, and by the expanding production of copra.

Fishing on a commercial basis is developing slowly because of the lack of native skill in these lines.

The Coconut Beetle (*Oryctes rhinoceros*) continues its devastation of coconut trees in the Palau Islands. The Scolia Wasp, which was liberated as a check, has become established but is not yet present in sufficient numbers to be effective.

36. What major economic development programs are in progress or have been inaugurated, completed, or planned during the year? Indicate the scope, method of organization, administration and finance, and the degree and methods of public control. What is the proportion of private and public capital available for investment in such programs? What is the extent and source of State purchases of capital goods for development? What methods are employed or envisaged to direct or encourage investment in the Territory?

The Island Trading Company, successor to the United States Commercial Company, is assisting the inhabitants to reestablish local economy on a firm basis and to manage their own economy. Private enterprise and individual initiative are being encouraged to implement the turn-over of the economic program to the people. The following steps are being taken:

- (a) The Island Trading Company will purchase locally produced goods and thus provide an income for the local inhabitants.
- (b) Consumer goods will be provided through sale by the Island Trading Company in order to provide a source of supply to the islanders.
- (c) The Island Trading Company will market and distribute products of the islands to the ultimate consumers in the United States and elsewhere.

The amount of private and public capital available to foster and promote economic advancement of the islanders is obviously limited; hence the United States, through the Island Trading Company, has in some cases provided subsidies, loans and goods on consignment to local enterprises. In every case some form of assistance has been provided to facilitate the distribution and sale of the products of the island economy. This necessary preliminary aid has been greatly reduced as native efforts have become more self-sufficient. All proposals by non-indigenous concerns to establish activities in the Trust Territory are

closely scrutinized to insure that the indigenous inhabitants are not exploited and that they profit by all such projects as may be established in their area.

37. To what extent has the development of natural resources been provided for with a view to promoting the economic progress of the inhabitants in the fields of agriculture, forestry, fisheries, mining, sources of energy, irrigation and in other fields either by the State, by private enterprises or jointly?

As a result of the findings of the economic survey effected by the United States Commercial Company, certain steps were taken to get the most effective use of the limited natural resources. A small experimental station has been established on Saipan, and several trained agricultural experts are employed there. At Ponape an Agricultural Demonstration Station is now in operation for the purpose of experimentation with both indigenous and exotic plants and trees. Close liaison with the University of Hawaii is maintained in these matters. New plants suitable to the area have been introduced. A 2,700 acre coconut plantation at Metalam, Ponape, has been rehabilitated and harvesting will commence in the fall of 1949.

During the past fiscal year, six bulls and two cows of pure Brahman stock and 36 Brahman-Herford cross bred heifers were imported from the United States for the establishment of nuclear herds in the high islands of Ponape, Saipan, and Palau districts.

The Administering Authority has also undertaken a program of small-boat building in order to assist the local fishing industry and improve local water transportation. No outside commercial fishing companies have requested permission to fish in the Trust Territory although several surveys have been made in the area to determine the advisability of commercial fishing and mining. Such operations are still in exploratory stages.

38. What major surveys, special investigations or research programs relating to economic development, including investments, were in progress, completed, begun or planned during the year? Indicate the general and comparative results thereof.

Studies in the control of the coconut beetles continue. *Brontispa Mariana* appears to have been effectively checked. In the event the present amounts of *Scolia Wasps* prove insufficient to bring *Oryctes rhinoceros* under control, it is planned to make additional *Scolia* liberations during 1950. The Director of the Ponape Agricultural Station is investigating matters pertaining to commercial agriculture and land utilization on Ponape. Research in agronomy is also being carried on at the experimental station on Saipan and at the University of Hawaii. Scientific collections have been made of insects, plants, shells, birds, etc., by the Pacific Science Board, the Bishop Museum of Honolulu and the University of Hawaii. Investigations are being carried on in the Palau Islands concerning the possibility of developing shark fishing in that area. Since these programs were instituted in late 1948 and early 1949, insufficient time has elapsed to determine concrete results.

A Conservationist joined the staff in June 1949, and is making field studies on erosion, forestry, and agriculture in regard to economic exploitation. Conservation has always been a major concern of the Administration. Some of the more limited resources of the area have been protected by Regulations; for example, in March 1948, the Deputy High Commissioner promulgated regulations restricting the harvest of trochus to a specified period and regulated the size of the shells which may be sold. The purpose of these regulations was to insure that the trochus beds in the islands were not exhausted by indiscriminate exploitation. Refer to Article III of Interim Regulation No. 3-49 on page 32 of the Documentary Supplement.

In January 1949 the last member of Coordinated Investigation of Micronesian Anthropology (CIMA) group completed his studies. Several of the final CIMA reports have been returned to the Administering Authority and the valuable information on land usages, customs and other material pertinent to economics is being incorporated into the current administration.

In June 1949 several scientists were sent into the Trust Territory under the Scientific Investigation of Micronesia (SIM) program. This program is financed by the Office of Naval Research and directed by the Pacific Science Board of the National

Research Council. Investigations are being made in natural history, linguistics, and anthropology. Certain of the natural sciences are directly associated with current economic problems. Three scientists are undertaking investigations of the Giant African Land Snail in Northern Mariana. On Saipan, rat control is being studied, and in the Marshalls the possibilities of commercial sponge culture are under investigation. The bulk of this program to be completed by late fall 1949, with some research continuing into calendar 1950. Information of participants in SIM program appears on page 43 of the Documentary Supplement.

Preliminary fishery studies have been concluded by a scientist from the Pacific Ocean Fisheries Investigation of the Fish and Wildlife Commission. This is the first step in a long-range study of marine life in Micronesia, as well as other sections of the Pacific.

39. What, if any, planning or administrative machinery for economic development is existence (within either the Government of the Territory or the Administering Authority)? What provisions are there for participation by the indigenous inhabitants? To what extent do the appropriate international agencies participate in these programs?

Civil Administration staffs (shown in detail on pages III, IV, V and VI of the Statistical Supplement) have handled directly a number of the responsibilities in economic development. In the field are trained officers and civilian specialists who aid in handicraft, fishing, agricultural and livestock matters. The United States Government offers assistance in transportation, housing, utilities and finance.

40. What steps have been taken by the Administering Authority to give effect to the economic equality provisions of Article 76(d) of the Charter?

Economic opportunities for nationals of the United Nations' members have been controlled by authority delegated to the Chief of Naval Operations by the Secretary of the Navy. Control is imposed to protect the indigenous from exploitation until such time as the inhabitants can firmly establish themselves economically.

41. What economic activities are carried out in the Territory by nationals or by corporations and associations of nationals of Members of the United Nations other than the Administering Authority?

Two Belgian nationals, who are second generation of their family to reside in the area are licensed wholesalers.

42. Are there non-indigenous groups which enjoy a special position in any branch of the economy of the Territory? If so, give a description of their position including their legal status.

The Japanese Phosphate Company of Angaur mines phosphate under a special agreement with the Administering Authority.

43. What is the general economic policy and objectives of the Administering Authority with regard to the various ethnic groups? Specifically:

- (a) Are measures being taken or contemplated which are intended to protect economically weaker indigenous groups?
- (b) Are steps being taken or projected which are intended to effect a gradual taking over by the indigenous inhabitants of some of the functions of non-indigenous inhabitants in the economy of the Territory?

Through assistance by the Island Trading Company and the Civil Administrators themselves, groups who are economically less fortunate have been protected and assisted in their economic development. See answer to question 36.

Where non-indigenous commercial activities in the islands are contemplated, terms of the concessions are so written that these activities may be turned over to native operators when it is felt that they have had sufficient training and experience. Long-term leases and monopolies have been discouraged and any proposition by a non-indigenous group which indicates permanent economic activity in the area, of such a nature that it could eventually be run by native management, has been disapproved.

An expression of the above attitude may be found in the fact that the United States Commercial Company store on Saipan was discontinued as soon as the Saipan Importing Company was sufficiently sound and equipped to handle its own importing business. The Island Trading Company does not have a representative on Saipan.

In all Civil Administration Units indigenous importers and wholesalers are functioning. Island Trading Company functions in those areas will be discontinued or curtailed as practicable.

44. What is the nature and extent of any concessions which may have been granted by the Administering Authority?

In 1947, the High Commissioner permitted a company called the Tinian Produce Company, formed by four nationals of the United States, to lease property on the island of Tinian. This company in December 1948 transferred its business interests to Marianas Farms, Inc., which corporation, the largely to unrelatable shipping between Tinian and the market on Guam, and to other factors beyond its control, made an assignment for the benefit of creditors on April 5, 1949. See answer to Question 41.

45. What is the legal status of enterprises owned or operated in the Territory by the Administering Authority or its nationals?

The "Island Trading Company of Micronesia" is incorporated under the laws of Guam and its stock is owned by the Deputy High Commissioner. Enterprises owned by nationals are licensed under the laws of the Trust Territory.

46. Are national income estimates available? If so, indicate available figures of recent years.

No national income estimates are available.

47. Give a brief appraisal of the social consequences of recent economic developments.

Broadly speaking, economic development has had little effect thus far on indigenous society. Even in regions, such as the Saipan district and the Palau Islands, where there are more advanced monetary economies than in most other parts of Trust Territory, and acculturation to Western patterns in material and economic fields is consciously sought by the native peoples, the social structures have remained well integrated and stable. In Yap, which has remained conservatively economically, there have been trends toward relaxing of certain minor social usages; these however stem from tendencies dating back to the times of the Japanese Mandate. In Yap, as elsewhere, native society continues to function in orderly fashion.

Some anxiety is currently felt by the administration over the weakening world market of the territory's cash economy mainly: copra. It is believed, however, that living standards attained thus far can be maintained by stimulating increased copra production, and by developing hitherto untouched resources.

Public Finance, Money and Banking

48. Give the principal items of government revenue, distinguishing main sources and with particular reference to grants or loans from the Administering Authority. Give the principal items of government expenditure, with analysis of expenditure on administration (including legislative and judiciary services), social, educational and economic services.

The principal sources of local government revenue are taxes, license fees and court fines and fees.

Funds derived from the following sources accrue partially or entirely to the local municipal treasuries:

- (a) Head tax - \$2.00 per annum.

- (b) Business license fees.
- (c) Sales taxes on luxury items.
- (d) Property taxes.
- (e) Utility fees and service charges on municipally owned property.

The principal items of local municipal expense are:

- (a) Salaries of municipal officials.
- (b) Maintenance of municipal buildings, roads, walks, bridges and wharves.

The principal items of Government expenditure are outlined, and the amounts of both expenditures and revenues detailed in the budget for the past year, on pages IX and X of the Statistical Supplement.

49. Forward the detailed budget for the current fiscal year, and a similar statement for the last completed year of account. Explain how the public budget is prepared, approved and implemented. Attach a comparative table of the total revenue and expenditure, section by section, for each of the past five years.

By making a thorough study of expenditures for previous years, and by consulting with the various department heads on their future programs, a budget request is formulated. Estimates of funds needed from the Administering Authority for the Trust Territory are initiated by the Deputy High Commissioner and included by the Navy Department as a part of its request for appropriations under United States budgetary procedures and the funds are ultimately appropriated by the United States Congress. Budget of locally derived territory-wide funds is determined by the Deputy High Commissioner, subject to approval of higher authority within the Navy Department.

50. Has the ordinary and extraordinary expenditure been covered by budgetary revenue or in some other way—either by public loans, or by advances or free grants by the Administering Authority? What terms and conditions are attached to loans and free grants?

The ordinary and extraordinary expenses have been met by the Administering Authority by the appropriation of funds through the Department of the Navy, or by funds derived from local sources.

51. What are the annual and total amounts of advances and grants-in-aid made for special purposes by the Administering Authority to the Territory? To what extent and in what ways have these grants-in-aid been used?

There have been no funds advanced by the Administering Authority classified as "grants-in-aid".

52. What is the capital position of the Territory, including loans, debts and reserves. Attach figures for the last five years.

The Trust Territory has no monetary assets other than amounts of cash on hand representing an accumulation of local revenues. It has no outstanding indebtedness.

53. What is the general organization of the currency, banking and credit systems of the Territory?

The Trust Territory has no separate currency system. Currency of the United States is used.

Banking and credit facilities are furnished by the Bank of Guam, which operates a branch on Saipan. Additional branches will be established as the banking needs of the inhabitants require and as the availability of trained personnel permits.

54. What are the laws and regulations governing the issuance and circulation of currency? What is the backing of the currency? What bank or other agency is authorized to issue currency? Who receives the seigniorage?

The Trust Territory has no separate currency system.

55. What are the amounts of currency in circulation and of saving and bank deposits? Enumerate the number of banks and the countries of their registration, and give their capital, including agricultural, industrial and credit banks and cooperative credit societies.

The banking and credit needs of the Trust Territory are presently served only by the Bank of Guam and its Saipan Branch. Total resources of \$20,972,267 were reported as of June 30, 1949. Data on the amount of United States currency in circulation in the Trust Territory is not available. However, it may be assumed to be nominal and in keeping with the limited monetary needs of the inhabitants.

56. What banking facilities are available for small depositors and borrowers? Specify interest rates.

The needs of the inhabitants of the Trust Territory for credit or depositary banking services are nominal. An expanded banking system will be made available in proportion as the commercial life of the Territory expands. The Bank of Guam interest rate on loans varies from 4 1/2 to 6%. A branch of the Bank of Guam is operating on Saipan.

57. What credit facilities have been made available in order to improve production methods and broaden the basis of agricultural and industrial development of the Territory?

The limited availability of agricultural land and other natural resources in the Trust Territory makes it improbable that any extensive demand for agricultural or industrial credit will develop. Commerce, agriculture and industry are fostered either by the Territory Government directly or by its instrumentality, the Island Trading Company of Micronesia, which has been vested with the authority to extend credit.

58. What are the rules of exchange, the restrictions for the free transfer of currency, if any, and fluctuations in exchange rates which have occurred during the fiscal year under review? Does there exist any official or compulsory rate of exchange between the local currency and the currency of the metropolitan country?

Since the Trust Territory uses the currency system of the Administering Authority, no problem of currency exchange exists.

Taxation

59. Describe the tax system, tax policy, tax administration and collection, including administrative and judicial rights of appeal. State whether foreign individuals or companies are subject to tax measures other than those applicable to nationals of the Administering Authority.

There are two main categories of taxes applied in the Trust Territory: namely, Trust Territory taxes and municipal taxes. The former are collected by the Civil Administration and paid into the Trust Territory Treasury. The latter are collected, expended and, except for the head tax, levied by each local municipality in accordance with authorization originally granted by Commander Marianas and continued in force by the Civil Administration.

Municipalities derive funds from the following sources:

- (a) Head taxes from male residents between the ages of 18 and 60, inclusive, at the rate of \$2.00 per year.
- (b) License fees for businesses carried on wholly within the municipality. (Rates fixed by Civil Administration).
- (c) Sales taxes on luxuries sold at retail within the municipality.
- (d) Property taxes on property within the municipality.
- (e) Fees for private use of municipal property, services and facilities.
- (f) Contributions.

Each municipality determines, subject to the approval of the Civil Administration:

- (a) What items, if any, are subject to the sales taxes on luxuries and the rate of such taxes. No tax may be imposed on the necessities of life.

- (b) What fees, if any, are charged for private use of municipal property, services or facilities.
- (c) The classes of property, if any, subject to property taxes and the rate of such tax on each such class. For example, power boats, canoes, bicycles, trucks, livestock, dogs, etc. are some of the classes taxed by various municipalities.

Movable property may be subject to property tax only in the municipality where it is normally kept.

These taxes are in addition to and entirely separate from any tribal or clan property rights, under established native custom, which may bear some similarity to a tax. This is particularly true of the clan or tribe's right to a share in the copra crop or the proceeds thereof which exists in some areas.

Trust Territory taxes are levied and expended by the Deputy High Commissioner, Trust Territory of the Pacific Islands, and are collected by the Civil Administration. These taxes are:

(a) Internal Revenue Taxes as follows:

- (1) Twenty-five (25) per cent ad valorem on cosmetics, face powders and perfume.
- (2) Twenty (20) cents per carton on cigarettes.
- (3) Twenty (20) per cent ad valorem on cigars and other tobaccos.

No article on which a United States, Guamanian, Bonin Island or Trust Territory Internal Revenue Tax has been paid is subject to further Internal Revenue Tax.

- (b) Processing Tax of 15% ad valorem on all copra sold in or exported from the Trust Territory.

Administrative appeal is by petition through administrative channels, and judicial rights of appeal are in accordance with general court procedures by proceedings in the nature of certiorari.

Foreign individuals or companies are not subject to tax measures other than those applicable to Nationals of the Administering Authority.

60. What direct taxes--such as capitation, income, land or house taxes--are imposed? Are the relevant laws applied indiscriminately to all groups of the population?

The following types of direct taxes and fees are paid to the treasury of the municipality:

- (a) Head taxes from residents.
- (b) License fees from businesses carried on within the municipality.
- (c) Sales taxes on luxuries sold at retail.
- (d) Property taxes.
- (e) Fees for private use of municipal property.

Tax laws are applied indiscriminately to all permanent residents of the Trust Territory and to all persons engaged in business therein.

61. Are direct taxes paid individually or collectively? Are they applicable to all indigenous inhabitants, without distinction, or only to able-bodied male adults? Is the rate of taxation the same throughout the Territory or does it vary in different districts? Are taxes paid in kind, labor, or money, and in what proportion? What are the penalties for non-payment of taxes?

Direct taxes are paid individually. The head tax for the territory is set at \$2.00 annually for every adult male between the ages of 18 and 60 inclusive. (See answer to question 59 above.) Taxes are generally paid in money unless the taxpayer is unable to

pay them; in such an event, he is permitted to work off his tax by labor at rates currently established by the Civil Administration. Any taxes remaining unpaid for 30 days or more after they fall due are to bear interest at 6 per cent per annum until paid.

62. Is compulsory labor exacted in default of the payment of taxes in cash or kind? If so, on what basis is the equivalent calculated? How many individuals fulfilled their tax obligation in this manner during the year?

If it is determined by proper authorities that payment of the tax levied would cause undue hardship to an individual, he may work off his tax by labor at rates established for common labor. This is not to be confused with enforced labor imposed upon default of tax obligations. The local inhabitants are offered the alternative of work in lieu of cash payments.

63. Is any portion of this tax handed over to or retained by the tribal authorities or communities? Are any chiefs salaried by the administration?

Each municipal government prepares, levies, collects and expends local taxes in accordance with local rules developed in conformity with general directives from Civil Administration. Records are kept and are periodically inspected and audited by Civil Administration authorities.

Municipal school teachers, and some scribes and magistrates are paid from tax income derived in their own municipalities. Some persons who are chiefs are employed by Civil Administration, but none are salaried by the Administration as "chiefs".

64. Are chiefs and headmen authorized or permitted to exact tribute or other levies in cash or in kind or in labor? If so, is this tribute in addition to the government taxes?

Customary exaction of tribute by chiefs or headmen is permitted, but this process is handled by the inhabitants themselves and is separate and distinct from government taxes. This tribute, representing, for example, a share of copra production, first fruits of harvest and the first catch of fish, is in recognition of the Chief's or Headman's hereditary claim to the land.

65. Are there any indirect taxes in force other than import, export or transit duties? Are internal taxes applicable only to domestically produced goods?

Indirect taxes in force, other than import, export or transit duties, are the Trust Territory Internal Revenue, Processing and Sales Taxes on luxuries. (See detailed description in answer to question 59 above.) The Internal Revenue Taxes apply to imported goods as well as to those domestically produced. The Processing Tax applies only to the production of copra in the Trust Territory.

Commerce and Trade

66. What international agreements with respect to trade have been entered into by the Administering Authority applying to the Territory during the year and how have these agreements been carried out?

No formal international agreements with respect to trade have been entered into by the Administering Authority applying to the Territory during the year. By informal arrangement with Naval Government of Guam, free trade between the Trust Territory and Guam has been established.

67. Does the Territory form part of a customs union with the metropolitan country or with neighboring colonies and dependencies of the Administering Authority? If so, how are the customs receipts and expenses divided?

No.

68. Are customs agreements with neighboring territories in effect? If so, what are the principal provisions of such agreements? Are duty rebates or concessions granted?

No customs agreements pertaining to the Trust Territory have been negotiated with neighboring territories.

69. What is the general structure of commercial life in the Territory? If possible, give comparative statistics for undertakings by indigenous and non-indigenous peoples.

In general, commercial enterprises consist of indigenous wholesalers, who may or may not purchase as they desire from the Island Trading Company, and small trade stores—either individually or village owned—which supply goods and services to retail consumers.

70. What methods have been used to promote external trade in the interest of the indigenous inhabitants?

External trade of locally produced goods has been encouraged by:

- The purchase of handicraft, copra and marine products for resale in outside markets.
- Providing warehousing, transportation and assistance in shipping to external markets.
- Encouraging the up-grading of native production for easier and more lucrative sales.
- Providing centers of collection for marketing.

Import and export trade with Japan increased materially during the past year. Some items, primarily trochus and copra, were sold either for cash or were bartered. The following is a representative list of items imported from Occupied Japan:

Cotton Cloth	Charcoal-burning Irons
Bicycles	Aluminum Pots and Pans
Rear Cars for Bicycles	Glassware
Sewing Machines	Cloth Shoes
Fish Hooks	Fishing Boats and Gear
Marine Engines	Needles

Tableware

71. What are the salient features of the domestic trade of the Territory?

Trade stores constitute the principal method of distributing consumers' articles such as certain foodstuffs and articles of clothing, and some capital goods such as building materials, knives and tools. The Island Trading Company catalog lists more than 700 items available through the Island Trading Company's outlets to the local wholesalers and retailers. Local enterprises, if they so desire, may by-pass the Island Trading Company entirely, or use only certain of the Island Trading Company marketing facilities as is desired or required. Principal products of the Territory are copra and handicraft.

72. How is the internal distribution of domestic and imported products performed, what is its effectiveness and what improvements in it have been made recently or are contemplated?

The distribution function is performed largely by means of trade stores. It has been found that, since few islanders possess sufficient capital to launch individual businesses, joint-stock companies are the most effective means for providing efficient distribution of necessary consumer articles throughout the Territory. These enterprises are supplied by the Island Trading Company, an agency of the United States Government, and from local wholesale agencies, and in some cases from mail order concerns. In order to increase the effectiveness of the distribution function, boat rebuilding and repair businesses are operating in various Civil Administration areas.

73. What is the scope, organization and operation in foreign and domestic trade of Government trading agencies or entities over which the Government exercises effective control? What proportion of total trade, foreign and domestic, of the Territory is controlled by these agencies and entities?

The only government trading organization in the Territory is the Island Trading Company. This organization operates in the entire Trust Territory with the exception of Saipan, where local trade is able to carry on without such assistance. The Company buys copra, handicraft articles, coconut oil, charcoal, dried fish and trochus shell.

74. What corporations operate in the Territory, where are they registered and do they pay any taxes in the Territory? Are any corporations exempted from the payment of taxes or do they receive any special concession in this respect?

Corporations operating in the Trust Territory, regardless of their business activity, may be placed in two categories:

(a) Corporations chartered by, or doing business in, the Territory that may be expected to exert a continuing influence on its economy, as follows:

<u>Firm</u>	<u>Business</u>	<u>Incorporated Under laws of</u>
1) Guam Pacific Lines, Inc.	Shipping	Guam
2) Island Trading Co. of	General Trading	Guam
3) Mariana Farms, Inc.*	Agriculture	Guam
4) Northern Marianas Development Co.	Copra Production & General Trading	Trust Territory
5) Ponape Cooperative Co.	General Trading	Trust Territory
6) Truk Trading Company	General Trading, Manufacturing and Shipping	Trust Territory
7) Western Carolines Trading Company	General Trading	Trust Territory

*In the process of liquidation.

(b) Corporations permitted to do business of a temporary nature in the Territory; chartered outside the Trust Territory:

1) Coral Commerce Proprietary, Ltd.	Salvage	Australia
2) General Industrial Trading Co., Ltd., HongKong	Salvage	HongKong
3) Japanese Phosphate Co. of Angaur	Mining	Japan
4) Inzon Stevedoring Co., Inc.	Stevedoring	Philippine Republic
5) Vinnell Corp. of Calif.	Salvage Operations	United States

All corporations chartered under the laws of the Trust Territory pay nominal license fees to do business. There is no "corporation" tax. All corporations are liable for applicable taxes in the same manner as an individual.

75. What are the marketing methods used by export and import industries?

Goods for import are freighted via Guam, except in the case of the Marshalls, on ships or planes servicing the area. Distribution to local cooperatives or individual outlets is made from District warehouses. Station vessels make distribution to outer islands. In the case of lesser-developed islands like those of the Central and Western Carolines, products are sold to natives directly by trading representatives. The reverse process occurs for exporting.

76. To what extent have cooperative methods for the marketing of exports been developed by the Government?

Marketing of exportable items is done largely by the Island Trading Company. Business establishments on Saipan and in the Eastern Carolines are commencing export functions on a small scale. No cooperative marketing organizations are in existence in the Trust Territory.

77. What is the nature of tariff relationships with the metropolitan country and with other countries? In particular, is there preferential treatment accorded to the Territory's imports and exports in relation to the metropolitan area of the Administering Authority, its colonies or other dependencies? What policies have been pursued and what changes have been made during the year with respect to the following trade barriers including any of a discriminatory nature: (a) Customs duties or other taxes imposed on imports and exports; (b) Import and export licenses and quotas; (c) Subsidies - direct or indirect?

See answers to questions 59, 66 and 70 above.

(a) See answer to question 59. On November 30, 1948 all import duties on goods entering the Trust Territory were abolished. Products of the Trust Territory are admitted to the United States free of customs duties and exports from the United States to the Trust Territory are free of export controls.

(b) No import or export licenses are required in the Trust Territory beyond a general license in case of those engaged in such activity as a business, except in the case of re-export of items subject to United States export controls which have been imported from the United States or its possessions, or in the case of articles subject to quarantine regulations. Persons lawfully engaged in retail trade are authorized to import for their own use or for sale in their own businesses without further license. Substantial amounts of goods for private use are imported by mail from mail-order houses in the United States without license. United States export controls which originally applied to exports of certain articles from the United States to private businesses in the Trust Territory were lifted by the Current Export Bulletin of the Office of International Trade (United States Department of Commerce) as of June 28, 1948.

(c) With the exception of quasi-subsidies for shipping, no others are now in effect. The Navy has authorized transportation of commercial freight in Naval vessels between Guam and each Civil Administration Unit, except Saipan, and among Civil Administration Centers outlying islands, at \$.0075 per short ton per sea mile including stevedoring (except at Saipan). This rate does not represent the actual shipping cost and may be considered a partial subsidy. Regular shipping schedules by the Navy between Guam, Saipan, Tinian and Rota were discontinued in July 1948 in view of the development of private commercial shipping.

78. What, if any, measures have been adopted or are considered necessary to protect producers of export commodities from fluctuations in world demand (e.g. establishment of buffer stock, diversification of the Territory's economy, etc.).

The Island Trading Company of Micronesia, with the approval of the Civil Administration, has set the purchase price of copra at a figure which it is hoped can be maintained for some time. The price paid for first-grade copra at Civil Administration Centers since April 1, 1949, has been \$80.00 per ton; it was previously priced at \$100.00 per ton. Every effort is being made to maintain stable field prices of copra. All other price fluctuations have been absorbed by the Island Trading Company.

Since a subsistence economy remains more stable during world economic catastrophes than does a money economy, emphasis has been and will continue to be placed upon encouraging native economic practices and increasing native economic productivity. An attempt is being made to diversify the Territory's economy despite the difficulty of doing so in an area possessing such a dearth of natural resources and economic potentialities.

Monopolies

79. What is the organization and operation of any fiscal or administrative monopolies which may have been established?

The Bank of Guam is controlled by the Island Government of Guam through ownership of its capital stock and by the appointment of its Board of Managers, which includes Guam and a branch of this bank is operated on Saipan. The two establishments maintain the only existing formal banking facilities within the Territory and provide holding, savings and check

accounts, in general, all banking services commonly available in the mainland banks of the United States.

80. What private monopolies or private undertakings having in them an element of monopoly operate in the Territory?

In the case of each such private monopoly or private undertaking having in it an element of monopoly:

(a) To what extent is it essential to the initiation of a particular type of desirable economic enterprise in the interest of the inhabitants?

(b) Over what proportion of the total resources, trade, etc. of the Territory was it granted?

(c) When and for what period was it granted? On what basis was this period determined?

(d) To what individuals or firms was it granted and under what laws or regulations? Are indigenous peoples allowed to participate in monopolies and to what extent?

(e) What is its organization and method of operation?

(f) What are the conditions of public control under which it operates?

(g) What measures were taken to ensure that there was no discrimination on grounds of nationality against Members of the United Nations or their nationals?

Some community stores may be considered as private monopolies in that native sanctions requiring trade only with the local community store and restricting opening of new stores are given tacit approval by the Administering Authority. This action has been followed to enable small communities to develop and maintain their own trade stores without harmful competition during the formative period of their operation. Control of these stores is by the community with supervision of the Administration.

Land and Natural Resources

81. Give particulars of any geological surveys of the Territory made by the Administering Authority and, if possible, those published by private bodies within recent years.

Subsequent to the brief surveys carried out under the auspices of the United States Commercial Company of the Reconstruction Finance Corporation in 1946, intensive studies have been made in the Western Carolines and in the Saipan district by parties sent into the field by the U. S. Geological Survey. Results of these investigations have not yet been published.

82. What measures have been taken for conservation of natural resources, including land and mineral resources, in accordance with sound principles and for the benefit of all inhabitants of the Territory? Are there any schemes of land reclamation?

Conservation policy for the Trust Territory, in broad terms, consists in the assurance of a stable resource base on which the native population can be supported. Programs are aimed at continuing productivity of renewable resources and judicious use of non-renewable ones. This policy conforms to the recommendations of the Conservation Committee for Micronesia, an advisory committee of scientists, including specialists in conservation, organized under the auspices of the Pacific Science Board. Specific programs to implement the basic policy are being developed by a trained conservationist who has recently joined the Staff of the Deputy High Commissioner. A program of conservation of land resources through control of erosion has been assigned high priority, and is presently under study by the Staff Conservationist.

Regulations on the conservation of trochus and other shellfish are found on page 31 of the Documentary Supplement.

Mineral resources of the Trust Territory are sparse and of little or no commercial value, so far as known, except for the phosphate and bauxite deposits in the Western Carolines. Phosphate is currently being mined on Angaur under supervision of the Supreme Commander for the Allied Powers in Tokyo.

There are no schemes for land reclamation at present, beyond war and typhoon-devastated islands.

83. What are the laws and customs affecting land tenure among the inhabitants? Are they uniform throughout the Territory? To what extent have traditional types of land tenure or inheritance laws impeded the adoption of improved methods of cultivation or soil conservation?

Customary laws relating to land tenure vary from group to group, and range from land-holding in fee simple to limited usufruct rights, and from individual ownership to ownership by extended families, clans and entire communities. Often a number of different types of land tenure and transmission co-exist, various tracts being owned according to differing basic systems. A great deal of valuable information on this subject was collected in the course of the Navy-sponsored "Coordinated Investigations in Micronesian Anthropology" from 1947 to the present fiscal year, and has been supplemented by several inaugurated by civil administrators in the several districts.

Traditional laws of land tenure and inheritance have, on some islands, resulted in reduction of size of plots, and in scattered holdings. This, however, is not to be regarded as detrimental, in the long-range view, since soil conditions over most of the territory are not suited for modern machine farming techniques. Continuation of the small-plot type of cultivation is in line with best conservation usage.

84. Explain the laws and conditions of land tenure as they affect the non-indigenous population, including measures for the protection of indigenous inhabitants, the registration and transfer of title and generally transactions affecting land.

In accordance with the obligation of the Administering Authority defined in the Trusteeship Agreement, Art. 6, paragraph 2, to "protect the inhabitants against loss of their lands..." it has been a point of basic policy that non-indigenous private persons may not acquire title to lands in the Trust Territory. Titles to land legally established and documented under prior regimes have been recognized as valid, whether held by indigenous or non-indigenous persons. Private lands that have been acquired by the Administrative Authority for justified reasons, are to be replaced by other lands from the public domain (see answer to question 86) in so far as practicable.

85. State whether there is population pressure on the land in any part of the Territory and specify factors which have led to such conditions. What remedial measures are in effect or contemplated?

Review of the detailed population figures (pages I, II and III, Statistical Supplement) brings into relief the principal features of population distribution in the Territory. The low islands are consistently quite densely populated, while the larger high islands are far more sparsely inhabited and contain unused areas that could absorb over from the low islands for some time, even at the present moderate rate of population growth. While examination of the Tables, cited above, reveals population densities that might indicate that economic or social pressures exist, on-site inspection of the areas and people involved does not confirm this deduction. In this regard, it is believed that although the Tables have been prepared from the most accurate sources available, errors exist in the computations of the extent of habitable areas of some of the smaller atolls and the concentrations are not, in fact, as dense as represented in tabular form. In any analysis of subsistence economy in the Pacific Islands a noteworthy point to be considered in conjunction with land-population densities is the relationship of population to lagoon area as the inhabitants invariably derive an important part of their subsistence from lagoon fishing. No adequate formula has yet been developed for such computations.

The long-range plans of the Administering Authority envisage improvement of agricultural and other economic potentials to the maximum, to accommodate the population growth, rather than making compulsory shifts of people to relieve pressure-spots. Unused lands in the public domain on the high islands will be made available to such groups as desire, of their own accord, to migrate.

86. Under the Trusteeship Agreement, the Administering Authority has power to acquire land for the establishment of naval, military and air bases and fortifications. The Government confers upon the Administering Authority full powers of administration, legislation and jurisdiction over the Trust Territory.

Land policy set forth by the Deputy High Commissioner, Trust Territory of the Islands, states that "public domain lands may be used for any proper governmental purpose". Public domain lands are considered as being all lands which the German and Japanese governments took physical possession of, developed or used, and on having acquired status are to be administered for the public benefit.

Section 17 of the Land Policy directive promulgated December 29, 1949 by the Deputy High Commissioner outlines the policy to be followed where private lands are retained for military purposes: "When it is necessary to retain privately owned land for government purposes, it is preferable from all points of view that the owner or owners, including the holding remainder or reversionary rights, be compensated by award of title to the land, rather than by cash payment. Government-owned lands, including public domain, be used for this purpose, after determination of the extent of the government interest of any private interests remaining therein, if an agreement fair to the former owner and the government can be reached. When such an agreement cannot be effected, cash compensation from date of seizure is in order. Civil administrators are authorized to initiate terms of rental, at reasonable rates, for lands occupied by civil government activities. No new lands were acquired during the year.

87. What is the area of land held by:

- Indigenous inhabitants (state, if possible, whether held individually or communally);
 - The Government;
 - Non-indigenous inhabitants by country of origin?
- What percentage of the land held by non-indigenous inhabitants is being put to productive use?
- What proportion of these lands is rented on a tenancy basis?

(a) Two hundred and forty-five (245) square miles. Most of this is held under title of clan or lineage ownership, varying in detail among different parts of the Trust Territory, under which individuals have certain rights of possession and use subject to their successive underlying rights vested in the head of the family lineage or clan, or in instances in a "High Chief". Individual private ownership in fee exists in certain instances but is not a usual or generally expected practice. Ownership of trees and things is often separate from that of land.

(b) Four hundred and fifty (450) square miles, including "public domain" and under cognizance of the Area Property Custodian. The exact extent of this land is on the outcome of numerous pending claims by private individuals and groups. Lands occupied for military purposes are being vacated as quickly as practicable. Removal of installations, salvage material, and scrap during the past year has freed considerable areas to native use.

(c) Belgium - three square miles (Ownership in dispute as a result of alleged sale and unauthorized sale to South Seas Bureau of the Japanese Government).

United States - three square miles (Ownership in dispute).

Miscellaneous (Church and Mission properties controlled by non-indigenous persons) - one square mile.

Substantially all land under this heading is being productively used. is rented on a tenancy basis. The above figures are estimates only.

88. What is the approximate distribution of land in the Territory by the following categories: (a) arable; (b) forest; (c) pastures and meadows; (d) mineral areas under development; (e) wasteland, and others.

No. of Islands	Lagoon Area	Dry Land Area	DISTRIBUTION PERCENTAGES			
			Arable	Forest	Pasture	Mineral
1,156	4,506 sq. mi.	69.84 sq. mi.	70%	5%	5%	Nil
Caroline Islands						
963	3,291 sq. mi.	463 sq. mi.	28%	10%	20%	2%
		(Western)				
		(Eastern)	40%	20%	30%	Nil
Marianas Islands						
22	None	154 sq. mi.	45%	15%	20%	Nil

Note 1 - Arable land which can be cultivated by local methods.
Note 2 - Waste land includes low lands and mangrove swamps, high mountains and inaccessible areas.

The above figures are partially drawn from estimates based on the United States Commercial Company Survey of 1946 and revised to show best available estimate of mineral land under development.

89. Is rural indebtedness a serious problem and, if so, what measures are taken to deal with it?

There is no serious problem of rural indebtedness in the Trust Territory.

Forests and Mines

90. State the main provisions, if any, of the forest law. Does it provide for the protection of forests and for afforestation of cleared or waste lands?

Forest laws have not been drafted as yet, but are under study by the Staff Conservationist.

91. Give a brief note on the importance of forest products in the economy of the Territory for export and for domestic use.

Forest products in the Territory have a twofold importance; certain trees like the coconut, breadfruit, and pandanus are important sources of food in the local economy; its timbers are used extensively for the construction of homes and canoes.

The small coral islands have limited amounts of forest resources and no prospect for their commercial development. Even on the high islands where larger forest areas exist, notably Pohnpe and Kusaie--the only woodland products of significant export value during the past year have been charcoal and mangrove chips. While potentially valuable stands of timber are reported in some areas, they will be cut for export only after accurate surveys are made and a safe cropping rate established.

92. What mineral resources are known to exist, have been leased or are actually exploited by the Government of the Territory or privately?

The following minerals are known to exist: Phosphate, Bauxite, and Iron. No mineral resources have been leased. The phosphate deposits on Angaur are being worked under an agreement with the Supreme Commander for the Allied Powers, Tokyo, for export to Japan.

92. How are the rights in surface and subsoil resources determined? What measures have been taken to obtain for the inhabitants the benefits of such resources?

The only outstanding issue of rights in surface and sub-surface resources which has faced the present administration is the matter of compensation of Palauans for the removal of phosphate from Angaur. As a compensating measure there has been established a trust fund into which a royalty of 25¢ per ton of all phosphate extracted is paid. The purpose of this fund is to repay in cash those Palauans who have lost their land through mining operations.

94. What are the main provisions of the legislation relating to mines?

No body of legislation relating to mines has been evolved.

95. What steps are taken to resoil land damaged by mining operations?

No re-soiling or reclamation is practicable in the relatively small area (in the Palau) where mining operations are in progress. Because of the impracticability of reclaiming mined phosphate areas, no continuation of the Japanese operations on the small islands southwest of the Palau, and on small islands southeast of Yap, has been authorized.

Agriculture, Fisheries, and Animal Husbandry

96. What is the organization and administration of public services in agriculture, fisheries, and animal husbandry?

In the matter of agriculture, the Administering Authority has provided aid in re-planting coconut plantations in war damaged localities, has supplied seeds and fertilizers to the islanders with instructions as to their use and has initiated programs of insect control designed to eliminate extant pests and prevent introduction of any new ones. This work is carried out largely by the several agricultural experimental stations located within the Territory.

The Marianas area has been the principal center for the development and redistribution of cattle herds and for scientific investigation relating to diseases and to other aspects of animal husbandry. Government-operated enterprises have sold livestock to islanders at minimum cost.

Fish products are abundant on a subsistence basis, but no extensive commercial development has yet taken place. Such development must necessarily await repairs of fishing equipment and installations destroyed during the war. Administrative aid, however, has been extended to the indigenous peoples in the organizing of fishing cooperatives and associations whose output is consumed locally. In every case, Civil Administration authorities encourage fishing and provide help where needed, securing vessels and providing services and equipment.

97. What significant changes have taken place during the year in the acreage devoted to, or the volume of the principal agricultural products?

Copra production during the past year has shown a very substantial increase over previous years under United States Administration. This increase is caused by increased collection rather than increase in acreage planted.

98. What proportion of the arable land is devoted to non-export crops?

Most of the arable land, except that producing copra, is devoted to non-export crops which form the bulk of the islanders' food supply. In Tinian, Rota and Truk small export businesses have now been established and are thriving.

99. To what extent have modern methods of cultivation been adopted and what are the possibilities for the future?

Modern methods of land cultivation in the Western style are practically non-existent in the Territory. Gardens are worked with crude hand tools, usually the traditional digging-stick, the Okinawan hoe and the large metal bushknife. Because of limited space or

rugged and stony terrain, few areas are suitable for plowing. Only limited irrigation and fertilizing are accomplished.

Improved species of existing plants have been introduced to some extent. The Administering Authority has made distribution of seeds and fertilizers to the islanders and encouraged their use, but it is still too early to judge their effect upon island agriculture.

100. To what extent is the Territory deficient in respect to its supply of food?
What are the main sources of supply and the main deficiencies?

Although foods for a complete and balanced diet can be grown on most of the high islands, such items as coffee, sugar and especially rice are largely imported. It is possible to grow these crops locally although processing creates a problem of sufficient moment that the natives would prefer to spend cash to purchase these items. Tobacco is grown in most areas but the younger natives prefer to buy imported tobacco products rather than grow their own.

The importation and redistribution of cattle throughout the islands will have an important effect on the diet of these people. This program is now well under way and shows good promise.

101. Are the indigenous people compelled by law to plant food or economic crops for their own benefit? If so, explain in detail.

No.

102. How have diseases of plants and animals been controlled or prevented? Have measures been taken in cooperation with neighboring territories in this respect?
The Maritimes beetle and the rhinoceros beetle have wrought great damage to coconut trees in the Saipan-Marian area and the Palau area. These insect pests have been dealt with by the Insect Control Committee for Micronesia, a division of the Pacific Science Board, whose function it is to advise and assist the administration with pest control and related biological problems.

Quarantine measures and regulations, approved by the United States Department of Agriculture, have been prepared and are in force.

The problem of animal disease is handled by spraying cattle with DDT, vaccinating hogs against hog cholera, and exercising constant vigilance against the outbreak of epizootics.

103. Do fisheries constitute an important source of supply? Are fish processed and exported from the Territory? What measures have been taken for the preservation of fish supplies and their distribution to areas of the Territory distant from the source of supply? Could fisheries be developed appreciably in the future?

Subsistence fishing is engaged in by the indigenous inhabitants throughout the Territory and provides them with a major source of protein in their diet. For a time the Trust Territory shipped salted, dried and smoked fish to Guam, but with the reduction in the number of laborers from China and the Philippine Islands employed on that Island, the demand fell off sharply. This was the only preserved fish market available to the Trust Territory as food products are not permitted to be imported into Japan for local consumption. There is at present no other market in the Orient for Trust Territory fish.

Fish found throughout the Trust Territory in varying abundance in the lagoons and the reefs provide an ample supply of food to the local people who take them with nets, and spears, as well as by hook and line.

It is difficult to preserve fish except by drying or smoking. For this reason, the fact that most of the reef and lagoon fishes are available the year around, subsistence fishing is carried on daily, weather permitting, and the catch is eaten fresh.

Under the Japanese an intensive investigation of the tuna fishery in waters of the present Trust Territory was carried on for two decades prior to World War II. Activity was centered principally around Palau, Saipan and Truk, and was given substantial financial encouragement by the South Seas Government which granted subsidies, in whole or in part, to the following enterprises:

- Construction and improvement of fishing vessels.
- Manufacture and purchase of new and improved fishing implements.
- Institution of improved methods of fishing or of disposing of the catch.
- Construction or equipping of hatcheries.
- Purchase or collection of desirable fish eggs or aquatic seedlings, and propagation of young fish and marine plants.
- Construction or equipping of processing plants.
- Research or experimentation in the manufacture, marketing and sale of marine products.
- Construction of ice-manufacturing plants, refrigerator ships, or cold-storage facilities.
- Services performed by marine products guilds in connection with research, conservation, relief, marketing, and the provision of public facilities.

A Marine Products Experimental Station established at Koror, Palau, in 1931, operated several vessels engaged in marine investigations. The expenses of this enterprise were underwritten by the South Seas Government.

Commercial fishing was prosecuted entirely by Japanese and Okinawans. No local help was employed in this industry anywhere in the Trust Territory and consequently the islanders have no knowledge of the skills and techniques involved.

The Japanese fishing industry in the Trust Territory was completely destroyed during the war. Shore installations were obliterated or wrecked beyond repair, as were ice-manufacturing and cold storage plants, canneries, fish drying establishments, boat building and repair yards, marine railways, shops and all other facilities essential to commercial operation. Fishing vessels that remained in the area were sunk, and the personnel connected with the fishing industry both ashore and afloat were repatriated with other Japanese nationals.

Rehabilitation of the commercial tuna fishery in the Trust Territory will require the investment of considerable capital and time, involving as it will a logistics problem in these relatively remote areas not presently served by commercial transportation. Such enterprise is entirely beyond the present capabilities of the indigenous peoples.

Recognizing the fact that the industry in the area can best be revived and prosecuted only on a large scale, the waters of the Trust Territory were opened to exploratory fishing by outside interests in the early part of 1949. Terms and conditions under which franchises are granted were disseminated and the information was sent to fishing trade publications. Provisions were included for adequate protection of natives' interests in regard to limiting commercial fishing to offshore operations which will not conflict with native inshore fishing. The conditions provide also for employment of indigenous peoples both ashore and afloat in order that they may be trained to carry out the many operations connected with the tuna fishing industry. Rates of pay will be approved by the Deputy High Commissioner in each instance of such employment. However, no proposals have been submitted to the Administration up to June 30, 1949.

104. What is done or is being contemplated to develop sea food and shell industries and other similar industries among the indigenous inhabitants for their own benefit?

The only important commercial shellfish in the Trust Territory is the trochus or Pacific top shell which is used in button manufacture. Since the war the harvest has amounted to several hundred tons a year.

There is a limited demand for fresh fish at Civil Administration centers in the various island groups. Individuals, and small groups of local fishermen supply this

market. Due to their extremely perishable nature fresh fish cannot be transported or marketed in this climate except at the population centers and where refrigeration is available.

The Saipanese are, at present, being assisted by Civil Administration in setting up sufficient ice-making and refrigeration facilities to preserve their catch and transport it to Guam where there is presently a ready market for fresh fish.

The Island Trading Company purchases dried fish, trepang, trochus shell and other types of small shell which is used for decorative purposes--approximately \$100,000 worth of all classes are bought each year.

105. What type of animals are raised, and for what purposes? Is the quantity and quality of stock a severe problem? If so, what measures have been taken to solve the problem?

Considerable numbers of hogs, goats, and cattle are raised for food, the last in very small numbers. Carabao are raised primarily as beasts of burden. Pure and cross bred Brahma breeding stock were imported to build up the quality of existing herds. This subject of improving cattle strains has been under investigation by the Administering Authority and this move marks the first attempt to adapt Brahma and Brahma-Hereford stock to local conditions.

106. Does meat processing exist in the Territory? What measures have been taken for the preservation of meat supplies and for their distribution?

(a) There is no meat processing in the Territory.
(b) Meat butchered for food is almost immediately consumed; hence no measure have been taken relative to meat preservation.

Industry

107. What are the principal manufacturing industries and establishments in the Territory? What are the chief raw materials used by these industries and what is the source? What are the major markets for the products of these industries?

The industries in the Territory are handicraft, and the very small soap factories on Truk and Ponape, and the soy sauce factory on Saipan. Their raw materials are agricultural products, locally procurable, and they employ only local help. Handicraft is largely exported while most of the soap and soy sauce are consumed locally. A few small saw-mills provide lumber for local use, and modest small-boat building programs are active on several of the islands.

108. What possibilities exist for the development of local handicrafts and industries? Is sufficient capital available for the development of such industries?

Possibilities exist for the development of local handicraft industries. The Island Trading Company has sponsored a program of design and standardization of handicraft which has produced good results. The difficulty now appears to be that the natives cannot produce enough standardized handicraft to meet requirements. Ample capital is available and handicraft is normally made at home by individuals rather than by mass production and machines. The handicraft program will advance faster if and when copra production is not so lucrative. As long as copra is selling at a high price, handicraft will play a second place in the native economy.

109. What developments in industrial enterprises generally are in existence or are planned for the indigenous inhabitants and to what extent is government assistance contemplated?

No important developments in industrial enterprises are in existence or are planned. Government assistance is contemplated to whatever extent is necessary to reestablish old industries or to initiate new enterprises.

110. To what extent, if any, is tourist traffic capable of development?

At the present time, no tourist attractions exist and no possibility of tourist trade can be foreseen.

Investments

111. What amount of outside private capital has been invested in the Trust Territory up to the beginning of the year? What was the amount of such capital invested up to the end of the year?

(a) The amount of outside private capital invested in the Territory up to the beginning of the fiscal year was \$20,000.

(b) The amount of such capital invested up to the end of the fiscal year was \$20,000. (These enterprises were in the process of liquidation at the end of the fiscal year).

112. What are the nature and extent of foreign investments in the Territory? In what enterprises? From what sources (Administering Authority, investment or credit agencies of other governments, private foreign investors, international lending institutions, etc.)? Indicate the national origin of these investments and whether the investors are registered locally or abroad.

The \$20,000 reported in answer to question 111 represents the private investment of four Americans in different businesses.

Transportation and Communications

113. Describe the existing facilities and services relating to:

- (a) Posts;
- (b) Telephone;
- (c) Telegraph and cable;
- (d) Radio;
- (e) Roads, bridge paths and tracks;
- (f) Railroads;
- (g) Air transport;
- (h) Civil Air fields;
- (i) Meteorological services;
- (j) Shipping, ports and inland waterways.

What projects or improvements have been undertaken or completed during the past year with respect to the construction, maintenance and operation of transport and communications?

Give details about the ownership of the means of transport and communications.

(a) Air and sea postal service is provided by the Administering Authority to the Islands of the Territory. Airmail service is available to Civil Administration Units weekly, and mail to remote islands is carried by the station vessel on periodic official visits. Islanders enjoy the same mail service as Americans in the area.

(b) With few exceptions telephone service is available only to the Administering Authority.

(c) A radio telephone connecting Guam, Saipan and Tinian constitutes the only significant voice communications system. Saipan and Kwajalein maintain telegraphic service from Guam and Honolulu.

(d) Each government unit operates a radio station and maintains a regular communication schedule with Guam.

(e) In general, the roads throughout the Territory are poor. The exceptions to this rule are found on certain islands like Saipan, Kwajalein and Tinian where American military forces constructed a system of military roads. The islanders still use an extensive network of foot trails which connect adjacent settlements. There are no bridge paths, nor is there any need for them.

(f) No railroad facilities have been developed in the Territory.

(g) The growth of trans-oceanic aviation has made air transportation paramount in island territory such as this and consequently the bulk of passenger and mail traffic among the main centers, as well as a considerable proportion of all light cargo, has been carried by air. Both land and sea planes are employed, the latter being especially suitable for use in atolls with extensive lagoons.

(h) There are no civil air fields.

(1) The meteorological services in the Territory are those developed to record and observe storm centers and weather movements and are located at the various airfields and administrative establishments.

(j) Ships from outside the Territory make regular calls at the Civil Administration Units and outlying islands. On the whole, port facilities are deficient and nearly all ships visiting the islands must use small boats for lightering ashore. The Moen anchorage at Truk and Malakal harbor in the Palaus are excellent harbors. Most, however, either lack altogether or possess only in very modest degree, facilities for docking, repair or storage. There are no significant inland waterways in the Territory.

114. Are any distinctions made between indigenous and non-indigenous inhabitants in the use, ownership and operation of existing transport or communication facilities?

While indigenes may operate shipping on locally granted permits, non-indigenes are required to obtain permission from the Administering Authority. There are small shipping lines serving Guam and the Northern Marianas operated by non-indigenous persons under permit from the Administering Authority. One small craft has been successfully operating between Rota and Guam. It is owned and operated by a Rota (Trust Territory) native.

Other than the above, all transportation and communication facilities are operated by the U. S. Navy.

115. What transport and communication connections have been established or are contemplated between the Territory and external points? What laws or regulations apply to such external transport and communication services?

Limited air transportation between the islands of the Territory and external points has been developed by the Administering Authority. The Navy provides ship transportation to and from external points, through Guam, on a regular schedule and two commercial steamship lines maintain service between Guam and Hawaii. Regular mail service by air and sea is now available to Territory residents.

Each Civil Administration Unit operates a radio station which is in constant or scheduled contact with Guam.

Public Works

116. What public work projects other than those specifically described elsewhere have been undertaken, completed, or planned during the past year?

During the fiscal years 1948 and 1949, \$1,320,100 was authorized to accomplish certain Public Works projects in the Trust Territory. Practically all these projects have been completed, which consist mainly of waterfront improvements (the building of piers and wharves, dredging and blasting of passages in reefs); roads and causeways; bridges; the renovation and construction of buildings for use as native dispensaries and schools; the repair or construction of water and power plants and sanitation systems; radio stations and public administration buildings.

In addition to the above projects, funds have been recently authorized in the amount of \$100,000 for improvements at the Leprosarium located on Tinian and \$250,000 for construction of a pier at Majuro (Marshall Islands).

All these projects relate to essential facilities used by the natives or contribute indirectly to their general welfare.

A certain portion of the funds allocated to each Civil Administration Unit is used to defray costs of maintenance and repair of public buildings, as well as for the maintenance of the transportation system (vehicular).



CAROLINUS REX AT NEW HOME ON SAIPAN - "Carolinus Rex" 7 day old male Brahman calf is shown with his mother at their new home on Saipan. This was Rex's first day of peaceful, land-life. He was born on board the "Helfer honeymoon" ship USS CHICOT enroute to Ponape, in the Eastern Carolines, from Honolulu.

G. SOCIAL ADVANCEMENT

General

117. What agencies, governmental and voluntary, or tribal and communal organizations participate in the administration and enforcement of social welfare measures? How are these agencies organized, and how are their various activities coordinated? What are the numbers and occupations of staffs employed in social welfare? What financial provisions are made from public funds?

Social welfare is the responsibility of the Civil Administrators, and most necessary measures are provided for in its normal system of operation. One officer on each staff is assigned the duty of supervision of welfare.

The American Board of Foreign Missions and the Catholic Churches cooperate with Civil Administration to provide social welfare assistance.

Funds for social welfare are provided by the Administering Authority. Local funds over and above administrative expenses are administered by the municipal governments under supervision.

118. What, generally speaking, are the principal targets, the basic measures, the long research, and the main achievements in the interests of the social welfare of the inhabitants during the year? What social legislation other than that specifically discussed elsewhere has been enacted during the year?

The principal goals of the Civil Administration social welfare program are the advancement of public health and sanitation, public education and the development of local economic conditions. Notable progress toward each of these targets has been made during the past year.

119. Indicate where possible what percentage, approximately, of the total revenue currently spent on the welfare of the indigenous inhabitants. Indicate where possible what amounts have been obtained for these purposes through voluntary contributions and other sources. Indicate the principal achievements in the major fields of economic activity which have affected the standard of living of the inhabitants, and state what steps have been taken to improve the standard of living.

The amount of revenue collected is barely sufficient to pay the salaries of local native administrators. However, any balance, where it exists, may be used by the local governments toward their own welfare.

The Administration has not asked the people of any locality for voluntary contributions on behalf of their welfare program.

The principal economic achievement of the Territory has been an increase in amount of income which natives can realize from their own efforts. This fact, together with the health program, has materially improved their standard of living.

Other steps taken to improve the standard of living than those stated or implied above (the medical and educational programs, etc.) are discussed elsewhere in this report.

120. What special problems have been created by the return of ex-servicemen and women? Describe the measures being taken or contemplated to meet these problems, if such exist.

There are no returned ex-servicemen or women in the Trust Territory.

Social Conditions

121. Briefly describe the general social and religious structure of the various

indigenous groups and specify the privileges and restrictions which characterize the members of each of these groups. Does the law recognize these distinctions and the privileges and restrictions which may be attached thereto by tradition or custom?

Throughout most of the Territory the characteristic settlement is a hamlet-like, close cluster of homes or farmsteads whose people are linked by kinship and by neighborhood relationships. A scattered group of such hamlets may have traditional ties which approximate those of a village community. Larger, more diversified settlements are joined in sub-district and district organizations. Within this framework of community life, which gives the outward appearance of extreme simplicity, there exists a complex pattern of individual and group relationships fully as intricate as that found in a metropolitan society. Social distinctions based on age, seniority, family, clan or achieved position are strictly observed.

The policy of the Administering Authority in social fields has been to reduce interference with local customs to a minimum and to assist in the preservation and healthy development of prevailing cultures. The Trust Territory Bill of Rights protects individuals and minority groups within the indigenous society by prohibiting discrimination on account of race, sex, language or religion.

The majority of the inhabitants of the Trust Territory are adherents of some form of Christian religion. Both Catholic and Protestant churches are located throughout the Territory. Only remnants of endemic religious beliefs which existed prior to the introduction of Christianity remain.

The Administration makes no attempt to regulate the religious worship of the islanders. Freedom of conscience and worship is guaranteed by the Trust Territory Bill of Rights and, heretofore noted, discrimination on the basis of religion is prohibited.

122. Do slavery practices exist in the Territory? If so, give details of preventive and repressive measures. Is there any problem of freed slaves or their descendants? If so, describe the problem and give an account of what has been done to remedy it.

Slavery does not exist in the Trust Territory and there are no related problems.

123. Is there any evidence of the existence of practices akin to slavery, such as purchase of children under the disguise of adoption, pledging for debt, child marriage, etc? State the number of prosecutions and convictions for offenses of this kind during the year.

There are no such practices in the Trust Territory. Legitimate adoption of orphans is a universal custom.

124. What conditions and regulations govern the free movement of the population within the territory and outside the territory?

In accordance with Article 7 of the Trusteeship Agreement, the Administering Authority has guaranteed the inhabitants of the Trust Territory freedom of migration and movement, subject only to the requirements of public order and security. Ordinarily, permission to travel within or outside the Territory is granted to indigenous inhabitants of the area as a matter of routine. The only limitation on travel is the amount of transportation available. The indigenous canoes and boats are being built to provide more reliable transportation.

125. Give any available information which may throw light on the social and economic consequences of changes and movements of population.

The only change as regards population during the past year has been a slight increase in the net gain of births over deaths. This is probably to be attributed to improved medical attention, and to recovery, due to rehabilitation issues of food, and better distribution of protein foods, from conditions of malnutrition developed during the war. As far as this trend has produced no social or economic changes.

The only populational movement during the year was the transfer of the ex-Bikini people from Kwajalein to their new home on Kili, where housing, water catchment systems, and other facilities had been prepared for them. Frequent checks since the settlement have shown that they have made a rapid adjustment to their new home, which is, in point of fact, much richer and more productive than their former Island of Bikini.

The other movements have been of individuals only, from various districts to and from Guam, for training in public health, or for work on voluntary short-term labor contracts and to and from the educational center on Truk.

126. Is there any appreciable flow of foreign immigration (i.e. foreign to the existing population) to the Territory? If so, what is the regular extent of such immigration? Is there any illegal immigration? If so, to what extent? Are there any means by which the population of the Territory is being controlled as to the desirability of such immigration?

Immigration to the Trust Territory is not permitted at the present time. Strict control by the Administration of the very limited transportation facilities precludes the possibility of illegal immigration.

127. Are there any limitations on the immigration and emigration of nationals of Members of the United Nations? If so, why and to what extent?

The existing prohibition of immigration to the Territory, as noted above, applies equally to all Members of the United Nations, including the United States. Ordinarily, no limitation is placed on emigration of any person in the Territory, regardless of nationality.

128. Is vagrancy a penal offense? If so, how is it defined?

Vagrancy is not a penal offense.

Standards of Living

129. What family living studies or other surveys of cost of living have been made? Are cost of living indices regularly prepared and published? Give a brief account of the methods used.

A money economy is not the prevailing condition of life in the Territory at the present time. Therefore, it has not been deemed practicable to conduct family living studies and other cost of living surveys, or to prepare and publish cost of living indices.

130. Give a general account of any changes that have taken place during recent years in the consumption of the principal groups of the population.

The major needs for consumer goods caused by interruption of trade during World War II have been fairly well satisfied. The local market now demands a rather constant replacement and normal expansion import of certain basic types of consumer goods: hand tools, textiles, and certain foods (some of which are regarded as luxuries rather than essentials) plus a certain demand for minor luxury items. A limited demand for such capital goods as boats and some machinery has developed with the expansion of the cash economy of the native inhabitants. Some reduction of consumption is currently anticipated in view of the declining world copra market.

131. What changes have taken place in nutrition, clothing, housing and living standards in general?

Material improvement in living standards during the past year has resulted from substantial accomplishments toward complete rehabilitation of war damages. The supply of basic commodities has been adequate throughout the year; clothing and a moderate list of other items have been offered continuously. Nutritional standards appear to be improving although there are grounds for suspecting existence of certain protein and mineral deficiencies; study of these possible nutritional needs has been planned for the coming year.

Status of Women

132. What, in general, is the status of women and what has been done in recent years to advance this status?

Throughout the Trust Territory, as in other primitive regions of the world, women take little active part in local government. The Administering Authority has encouraged women to participate in the democratic processes of government. Voting laws definitely direct equal rights for men and women. Women are not discriminated against educationally and they receive equal pay for equal work.

133. What is the legal capacity of women (married and unmarried) in civil law? Is the wife responsible for the debts of her husband and vice versa?

There is no written law regarding the legal capacity of women in the Trust Territory. In practice, the occasion has not yet arisen which would make a ruling on this matter necessary, except the provisions of the Bill of Rights.

134. Are there any occupations from which women are debarred or in which employment is restricted by reason of their sex, either by custom or law?

By local custom women do not engage in certain activities in the life of the community: for instance, off-shore fishing, boat building, etc., which are considered a man's job. The Administration, however, recognizes no occupational barriers or legal restrictions against the employment of women by reason of their sex.

135. To what extent do women avail themselves of any opportunities to enter and train for Government service?

The Government positions in which women can be effectively used are eagerly sought and highly prized. So far, the women selected have taken their training and responsibilities very seriously.

The School of Nursing at the Guam Memorial Hospital has established an annual quota of approximately 15 women from the Trust Territory to enter training. Women are used as nurses aides in each of the Civil Administration dispensaries. There are always more candidates for training billets than can be accepted.

About 20% of the Territory's school teachers are women.

Human Rights and Fundamental Freedoms

136. Are all elements of the population secure in the enjoyment of human rights and fundamental freedoms without discrimination as to race, sex, language or religion, as envisaged in Article 76(c) of the United Nations Charter? If not, what measures have been taken to protect them against discrimination?

All elements of the population of the Trust Territory are secure in the enjoyment of a Bill of Rights promulgated by the High Commissioner in April 1948. This Bill of Rights guarantees (1) freedom of conscience, speech, press, assembly, worship, religious teaching and petition; (2) no slavery or involuntary servitude; (3) protection against unreasonable search and seizure; (4) no deprivation of life, liberty, or property without due process of law; (5) no ex post facto law; (6) no excessive bail, excessive fines or unusual punishments; (7) no discrimination on account of race, sex, language or religion; (8) freedom of migration and movement; (9) the maintenance of a general system of education.

137. What official and unofficial agencies for expression of public opinion (press, political association, etc.) are active in the Territory?

There are no official or unofficial agencies for the dissemination of news or the collection of public opinion. See answer to question 139.

138. How is freedom of the press guaranteed? What newspapers in the Territory are owned or operated by indigenous or non-indigenous inhabitants, or by

the Government? What is the approximate circulation and influence of each? What regulations govern the freedom of the press?

As noted above, freedom of the press is guaranteed by the Bill of Rights of the Trust Territory. Although there are no laws or regulations prohibiting or limiting the publication and distribution of news in the area, no newspaper has been established in the Territory.

129. What provision is made in the press, by broadcasting, films and other educational media and public services generally to promote the interest of the inhabitants of the Territory in current developments of local and international significance?

In some localities of the Trust Territory small mimeographed bulletins containing current events and local news items have been prepared for the edification of the island inhabitants. At almost every Civil Administration Unit, motion picture programs are made available to the local residents.

140. What outstanding voluntary organizations of a cultural, educational social or political nature exist within the Territory?

Marshallese Teachers Association.

141. Is full freedom of thought and conscience and free exercise of religious worship and instruction ensured to all inhabitants?

Yes. In accordance with the Trusteeship Agreement, these are guaranteed by the Trust Territory Bill of Rights.

142. Are there any restrictions on missionaries or on missionary activities? What financial assistance from public bodies has been given to missionary work, particularly in the medical welfare and educational fields? What is the number and local distribution of missionaries, their nationalities, the religious bodies they represent, and the number of converts claimed?

The policy of the Administering Authority has been to permit missionaries and missionary institutions to function with a minimum of interference.

No medical missionaries are presently in the islands.

At the present time there are 15 mission schools in the Territory, with one or more located in each District. The Administration has provided these mission schools with textbooks and school supplies with the sole stipulation that they maintain the same academic standards as the public schools in the area. Information is not available as to what financial assistance, if any, mission schools receive from public groups outside the Territory.

There are approximately 60 missionaries in the Territory distributed throughout the principal islands of the area. The majority of these missionaries have been assigned from the United States. There are, however, a small group of German missionaries in the Caroline Islands and a few Spanish missionaries in the Carolines and the Marianas, in addition to a growing number of pastors drawn from the indigenous people. It is expected that within the near future the Territory will be served entirely by missionaries assigned from the United States.

The American Board of Foreign Missions and the Catholic Society of Jesuits represent the predominant mission groups, but smaller numbers of missionaries representing other religious faiths, both Protestant and Catholic, are present in the area.

The Christian churches claim as converts 90% of the population of the Territory.

143. What measures have been taken by the local administration to safeguard or to supervise indigenous religions? Have any indigenous religions

movements arisen? If so, describe such movements and, if possible, state the factors responsible for their rise and the forms which they have taken. What measures has the local administration taken to such movements?

Indigenous religions - for the most part primitive island faiths - are extant in certain areas, mainly Yap and the Palaus. Little remains of any of the indigenous beliefs which could be called detrimental to the social objectives of the Administering Authority. No measures have been taken by the Authority either to curb or to promote ancient religious practices.

No indigenous religious movements have arisen during the period of the present Administration.

144. What are the laws and regulations governing the power of arrest? What procedures are there for protecting the interests of arrested persons?

The Bill of Rights, promulgated as one of the Interim Regulations (Section 5, pages 3 and 9, Documentary Supplement) outlines procedures for protecting the interests of arrested persons and the laws and regulations governing the power to arrest. Article II, Section II, of the Criminal Code, a part of the Interim Regulations, constitutes false arrest as a crime and provides penalties therefor.

145. What guarantees are provided for the exercise of the right of petition?

The right of petition is fully guaranteed to the indigenous inhabitants by the Bill of Rights. In practice no petition is ignored by any Civil Administrator.

146. Are all elements of the population subject to the same laws with regard to the safety of their persons and their property?

Article 7 of the Bill of Rights provides that "no discrimination shall be made in the Trust Territory against any person on account of race, sex, language or religion; nor shall the equal protection of the laws be denied to any inhabitant of the Trust Territory".

147. In what instances has it been considered necessary, in the interest of public order, to impose restrictions on the personal freedoms of the inhabitants?

Restrictions on the personal freedom of inhabitants have been made only in the case of medical quarantines and in proper criminal proceedings against individuals. No general restrictions have been found necessary.

148. What restriction, if any, has the Administering Authority imposed during the year on the rights of nationals, corporations and associations of members of the United Nations to engage in writing, reporting, gathering, and transmission of information for dissemination abroad, and to publish materials on the same terms as nationals, corporations and associations of the Administering Authority?

No such restrictions have been imposed.

Labor Conditions and Regulations

149. What are the outstanding problems with respect to labor and working conditions in the Territory?

Labor problems, as they exist in the modern industrial society of the Western world, are unknown in the Territory. Subsistence farming and fishing take up most of the islanders' time. Scarcely 3,000 are gainfully employed for wages. Of this number approximately half are on the payrolls of the Civil Administration Units, the balance working in light business enterprises or salvage operations for civilian contractors. Housing conditions under jurisdiction of the Administering Authority are uniformly good. Most instances housing is provided for islanders employed away from their homes. Medical and recreational facilities are available.

150. To what extent have conventions and recommendations of the International Labor Organization been applied in the Territory?

No convention or recommendation of the International Labor Organization has been applied in the Territory during the past year.

Representatives of the United States on the International Labor Organization have been consulted. Their recommendations were acted upon in the drafting of Sections 9 and 13 of the Interim Regulations.

151. Describe briefly the labor legislation of the Territory under the following headings:

- (a) Contracts and sanctions;
- (b) Industrial relations, including freedom of association, conciliation and arbitration;
- (c) Remuneration, including payments in kind;
- (d) Hours of work, rest periods, holidays and facilities for recreation available to workers;
- (e) Housing and sanitary conditions in the places of employment;
- (f) Inspection of conditions affecting labor in places of employment;
- (g) Medical inspection before, during and on completion of employment;
- (h) Medical assistance to workers;
- (i) Medical assistance and rehabilitation provisions;
- (j) Workers' compensation and children;
- (k) Employment of women, young persons within or outside the Territory, and recruiting of workers for service within or outside the Territory;
- (l) Measures for the protection of such workers within the Territory;
- (m) Any restrictions on the movement of workers within the Territory;
- (n) Labor passes or work-books, where such are required;
- (o) Training of workers, including technical training and apprenticeship;
- (p) Industrial homework.

Fundamental legislation controlling labor in the Trust Territory will be found in the Bill of Rights, Interim Regulation 4-48, Section 5, and Section 13 of the same Interim Regulation. These laws, while not extensive and of a general nature, have to date proved very adequate as there is little industrial employment within the Territory and none controlled by indigenous or a government agency. The administration itself is by far the largest employer of labor; consequently, it has been possible to satisfactorily regulate labor relations by administrative action alone, which would be totally inadequate in a more complex society, or one more highly organized industrially.

Freedom of association and of petition to the government are guaranteed by the Bill of Rights and the need for further formalization of these procedures or for formulating conciliation or arbitration laws has not yet arisen. Contracts of employment carry only a civil obligation.

The remuneration of workers is covered in paragraph 6, Section 13 of Interim Regulation 4-48.

Work hours, rest periods, and holidays are generally controlled by established native customs; government employment is based on a forty (40) hour week, work hours being adjusted where necessary to conform with native customs. Health and sanitary conditions of employment are an integral part of the "Interim Health Service Program". In general, employees of the administration enjoy better living and health conditions than those experienced in their home environment.

The entire population is entitled to the benefits of the free public health program, and to additional services at very moderate cost, as indicated therein. No medical inspection is required in connection with employment other than the inspection of food handlers as part of the health program.

Employees of the United States Government, including those indigenous to the Trust Territory, are entitled to the benefits of the U. S. Employees' Compensation

Act of September 7, 1916, as amended.

As a matter of policy the administration does not hire persons under fourteen (14) years of age. While government employment is open to both sexes on an equal basis, local customs so closely regulate the occupations entered into by men and women that sex discrimination is rarely a problem for the employer or the administration.

Freedom of movement within the territory is guaranteed by the Bill of Rights and is subject only to the requirements of public order and security. For quarantine regulations controlling travel see paragraph 6, Section 7, Interim Regulation 4-48 page 10, of the Documentary Supplement.

There is no industrial homework in the Territory, its nearest approach being home manufacture of handicraft which is on a private enterprise basis.

152. Describe the organization of the labor department, giving an account of its functions, number and type of personnel and the financial provisions made for it.

The Division of Economics on the staff of the Deputy High Commissioner has cognizance of labor, wages and associated functions. In many Civil Administration Units one officer is designated as labor officer. All requests and applications for labor are screened in his office. Laborers are classified according to the type of work which they prefer and are qualified to perform. The procurement of any additional labor required is customarily arranged through the local village or island chiefs.

Labor is also recruited for construction, mining and governmental agencies other than the Trust Territory. In those districts where such programs are in effect the Civil Administration Units' wage schedules apply.

153. For what offenses against labor laws and regulations were employers charged or convicted during the year? For what offenses against labor laws and regulations were employees charged or convicted during the year?

No employers or employees were charged with or convicted of any offense against labor laws and regulations during the past year.

154. What methods other than legislation are utilized to deal with labor problems and to establish accepted standards (e.g. Government policy, encouragement of private practice, research into problems of labor and labor management, etc.).

To the end of reducing absenteeism and raising the efficiency standard of island employees, the following government policies have been adopted: (1) direction of workers' attention to the responsibilities they assume upon accepting employment; (2) establishment of a system or rotation for workers to allow time for the harvesting of food supplies; (3) adoption of a wage scale which rewards punctuality and the progressive development of skills; (4) presentation of opportunities to develop skills through on-the-job training; and (5) provision of opportunities to progress to higher job classifications on the basis of a merit system.

Studies of labor problems and standards are constantly in progress at the various Civil Administration Units.

155. Give an account of industrial relations during the year, with particular reference to the development of trade unions, the encouragement of collective bargaining and the frequency and methods of settlement of industrial disputes. Is the right to strike recognized in the Territory, and, if so, under what conditions?

Trade unions, though not prohibited, are non-existent. Because of the

predominately non-industrial character of the area, the need for trade unions, collective bargaining processes, the right to strike, etc. has not become evident.

There is evidence, however, that the people are becoming cognizant of the supply and demand factor in the labor field. One instance of collective bargaining was reported during the past year. On Truk, when a salvage concern attempted to recruit workers at current rates, the island chief stated that the people wanted higher wages or they would prefer not to work. Mediation was instigated, with the result that a higher wage rate was agreed upon.

156. To what extent do laborers present themselves freely in sufficient numbers in the places where they are required to satisfy the local demand for labor? What measures, if any, have been taken to encourage the spontaneous offer of labor?

Some difficulty has been encountered in recruiting sufficient laborers to satisfy the local demand. This condition results primarily from the ability of the inhabitants to support themselves with a minimum of labor and without depending upon a daily wage. The procurement of labor in the Territory has been stimulated by several upward revisions of the wage scale designed to make employment more attractive and by making available for purchase greater quantities of those consumer goods most in demand by the local people.

157. If recruiting of labor in the Territory is carried out by the administrative or by private organizations, give particulars of the numbers of workers of each sex recruited, the nature of the work for which they have been recruited, and the conditions and safe guards under which recruiting takes place.

The following totals as of June 30, 1949 indicate the number of workers employed by each of the five Civil Administration Units:

Salpa District	182 (including 46 females)
Palau District	240
Truk District	380
Ponape District	255
Marjo District	438*

* Includes employment at Naval Air Station, Kwajalein.

Where large numbers of laborers are employed, as in Kwajalein (300 workers) and Marjo (100 workers), living quarters have been provided and messing facilities set up. All are under the direct supervision of a representative of the Civil Administration concerned.

Where necessary, explicit regulations have been enacted to insure that the local habitants who are on the payroll suffer no indignities and are given an equal share of the desirable and undesirable jobs. For example, islanders hired as seamen aboard ships engaged in inter-island traffic are protected by a directive which states that not more than fifty percent of the personnel assigned to tasks generally considered as undesirable shall be islanders.

158. In what way is village life affected by the absence of laborers? What measures are being taken to deal with any ill effects?

Because of the constant need in local communities for workers to engage in fishing and subsistence farming, the prolonged absence of a high percentage of able-bodied men from any village would be detrimental to its economy. In such instances, therefore, Civil Administrators have consistently refused to permit large labor drafts. Where permission is granted for the employment of laborers away from their home islands, the duration of employment contracts is limited to eleven months at the expiration of which the workers in question must return to their homes and remain there for at least one month before again becoming eligible for employment elsewhere. Moreover, all labor who volunteer for work away from their homes are carefully screened to eliminate men whose absence would work a hardship on their families and those doing essential work in local enterprise.

159. Does the law provide for compulsory labor for essential public works and services? If so, in what circumstances, for what periods, and on what terms? All labor is voluntary except penal labor, which has been utilized by the government on various municipal projects.

160. Have any workers been recruited from outside the Territory? If so, by whom, for what types of work and under what conditions? Give specimens of the types of contract in use.

What arrangements are made for looking after such workers on arrival, allocating them to employers, seeing that their employer fulfills his obligations throughout the period of the contract and arranging for their repatriation or reengagement? Are such workers segregated in camps, compounds or otherwise? Has their presence given rise to any trouble with the indigenous inhabitants? Are these workers encouraged to bring their wives with them and do they do so? Are they allowed to settle in the Territory if they so wish? Give the nationality of these workers, the numbers of new arrivals, repatriations and deaths and the total number present at the end of the year (men and women).

Other than workers recruited by the Administering Authority or contractors employed by them, under U. S. Government employment regulations, workers recruited outside the Territory for work within it are recruited in the country in which the employer is registered and under the employment regulations of that country.

Separate camps are maintained for these non-indigenous labor crews and living arrangements are provided by the organization or company employing them. Because housing is of the barracks type, no wives are allowed to accompany the laborers. The latter are returned to their homeland upon expiration of contract and have not been permitted to settle in the Territory.

To date very little fraternizing between local inhabitants and the non-indigenous contract laborers has been noted, and no serious instances of trouble resulting from the presence of the latter have occurred.

The numbers of these non-indigenous workers, while constantly fluctuating, has remained fairly constant over the year. The Vinnell-Rosey salvage operations terminated on June 30, 1949 and all their Chinese workers were out of the Territory prior to that time. The Lunon Stereodores terminated their activity in the Territory on June 1, 1949. Numbers of non-indigenous workers in the Territory as of June 30, 1949, were as follows:

Nationality	Number	Type of Work	Employer
Australian	4	Salvage	Coral Commerce Proprietary, Ltd.
Chinese	3	Salvage	General Industrial Trading Company, Ltd., HongKong
American	1	Salvage	General Industrial Trading Company, Ltd., HongKong
Japanese	357	Mining	Japanese Phosphate Company of Angaur

(All of the above are men.)

There were three deaths of non-indigenous employees reported for the fiscal year 1949.

161. Are the opportunities for employment in the Territory adequate for the utilization of the services and skills of all persons seeking employment?

Adequate opportunities exist in the Territory for the employment of both skilled and unskilled laborers. The former especially are in demand. The number of positions open to electricians, carpenters, machine operators, office workers and cabinet makers far exceeds the number of trained personnel available to fill them.

162. What arrangements have been made for the training of the skilled and professional

workers required for the economic and social advancement of the Territory?

In addition to a basic general educational system throughout the Trust Territory, schools for nurses, and medical and dental assistants have been provided at the Naval Medical Center, Guam. The Pacific Island Teacher Training School, formerly on Guam, was transferred to Truk in September 1948. These schools are staffed by American professional personnel.

In general, apprentice training has been conducted throughout the Territory since the inception of the Military Government which preceded the present Civil Administration. This training program was necessarily accelerated by the rapid demobilization of the United States military personnel shortly after the cessation of hostilities. From its apprentice groups the Civil Administrators have obtained truck drivers, mechanics, electricians, refrigerator repairmen, rodent and insect control squads, warehousemen, sweepers, road workers, painters and other workers in similar categories. Other young islanders selected on the basis of natural aptitude have received instruction in agriculture and basic business procedures. Only a small percentage of the total trained population will be required to assist in the Civil Administration Units. The greater proportion will be working directly toward the economic and social advancement of the Territory.

163. What assistance in finding suitable employment is provided for manual and non-manual workers?

The problem of finding employment for the indigenous people is practically nonexistent since most available workers are absorbed either by the Civil Administration Units, or by the military establishments, or by the many activities of the indigenous economy.

164. To what extent do workers leave the Territory in search of employment, and under what conditions and to what places do they go? Give a brief account of any problems created by such movements of workers and of any measures taken to deal with these problems.

There have been no instances of indigenous inhabitants leaving the Territory in search of employment apart from the migration of a few individuals and small groups to Guam, a United States possession located a few miles outside the Territorial boundary. No problems have been created by this instance of labor migration. However, observations set forth under Question 158 are generally applicable.

165. Is the policy of equal remuneration for work of equal value as between men and women accepted in the Territory? If so, what measures have been taken to give effect to it?

The policy of equal remuneration for work of equal value as between men and women has been accepted in the Territory and has been implemented by Article VII of the Bill of Rights and by administrative action.

166. What measures have been taken to prevent discrimination in employment and in wage and salary payments according to race, nationality, religion, or tribal association?

Article VII of the Bill of Rights forbids such discrimination.

167. Is indebtedness prevalent to a serious extent among wage earners and salaried workers? If so, what measures are being taken to deal with it?

No.

168. What cooperative organizations, including consumer, producer, credit and marketing cooperatives exist, and what has been done to encourage their development?

Although many of the retail stores and some of the wholesale concerns in the Trust Territory have been loosely referred to as "cooperatives" or "cooperatively owned", such

terms are used to describe a form of joint-stock company in which shares are widely held. None of these is a true cooperative in the generally accepted sense. One of the wholesale firms is known as "The Ponape Cooperative Company"; it is organized as a normal business corporation except for limitations on ownership and transfer of stock, and for a provision that each stockholder shall have but one vote regardless of the amount of his stock holding.

Public Health

169. Describe the organization of the health department, giving an account of its functions, number and type of personnel and the financial provisions made for it, distinguishing between the curative and preventive services.

A description of the organization of the Health Department will be found under the heading "Public Health", pages XI, XII and XIII of the Statistical Supplement.

170. What advances have been made or planned during the year in public health, health education, nutrition and sanitation?

During the year substantial reductions have been made in the incidence of the more common diseases in the Trust Territory. Statistics submitted by the medical survey ship, USS WHIDBEY, and analyzed to date reveal a positive blood serology (Kahn tests) in approximately 50% of the individuals examined. However, active yaws, which was originally estimated to be present in 90% of the population, has been reduced until, at the present time, an open lesion of yaws is seen infrequently, probably in less than 1% of the patients presenting themselves for treatment. The incidence of intestinal parasites varies markedly in the different districts of the Trust Territory. In the Western Caroline Islands, this figure has reached as high as 65% of the total population, while in the Marshalls area, intestinal parasites have been found to be much less evident. Repeated studies and treatments have reduced the overall incidence of intestinal parasites. The statistics compiled by the Medical Service Unit aboard the USS WHIDBEY to date have revealed an incidence of pulmonary tuberculosis of about 1% of the population. This does not mean that such a number of individuals have active tuberculosis, but rather that clinical laboratory studies have revealed signs indicative of this amount of total disease. At present, small tuberculosis sanatoria are operated at each district headquarters where the patients are being treated according to most modern standards. Permanent long-range plans for a central Trust Territory tuberculosis sanatorium are being delayed until such time as a complete survey of the territory has been accomplished.

Frequent inspections by medical officers and meetings with the chiefs of the various islands relative to health and sanitation have served to raise the general standard of sanitation, nutrition, and medical education throughout the island groups.

171. What research programs in this general field are in progress, or have been completed, inaugurated, or planned during the year? What legislation affecting medical and public work and related matters has been enacted during the year?

In progress are research programs in the field of tropical medicine as a whole. Particularly noteworthy are the studies of filariasis, epidemic encephalitis and intestinal parasites.

The general medical survey presently being accomplished by the medical unit, the USS WHIDBEY, has to date completed processing of approximately 15,000 people. The very valuable information being derived from this survey is being collected by the Deputy High Commissioner for study as the survey of each island group is completed. Finally the results of this work will provide the material for statistical analyses required to project future medical and health programs.

172. To what extent is the Administering Authority cooperating with other governmental, international organizations, and in particular, with the World Health Organization in preventing and combating diseases? What measures have been taken to comply with international sanitary conventions and other international agreements in the field of health?

To date, the Administering Authority has no organized activities in cooperation with other governments or international organizations in this field or with the World Health Organization.

Compliance with International Sanitary Conventions and other agreements in the field of Public Health is indicated in the statement of policy under "Public Health", Section 7, Page 10, Documentary Supplement.

173. How satisfactory are the health, epidemiological and vital statistics, and what measures are being taken and planned to improve those statistics?

The health, epidemiological and vital statistics for the Territory are at present greatly improved and considerably more accurate than those of a year ago. The general improvement can be attributed mainly to a marked improvement in the educational level of the indigenous personnel compiling and submitting the reports.

174. What steps have been taken to secure an adequate number of qualified physicians and other medical personnel throughout the Territory?

Medical training programs for the indigenous peoples have been instituted by the Administering Authority at the Guam Medical Center, Guam Memorial Hospital. Training is carried on there for native medical assistants, dental assistants and nurses. In addition, each of the various Districts maintains, within its own dispensaries, training programs for health aides and nurses aides.

The Administering Authority has provided medical and dental officers and built dispensaries and hospitals at the headquarters of each of the Territory's five Civil Administration Units (Districts).

During the past year, the Trust Territory has received one graduate from the School of Medical Assistants and four graduates from the School of Nursing. These special personnel are being returned to their own District Medical Centers for a year of additional practical training before being allowed to practice their arts independently. It is expected that as more of these special students graduate the responsibility for the administration of the health program will gradually pass from non-indigenous to indigenous personnel. On nearly all satellite islands sub-dispensaries stocked with medical supplies and attended by trained native residents are in operation.

175. What provision is made and what facilities are available for the training of medical assistants, of doctors, medical assistants, nurses, sanitary inspectors, dispensers, midwives, laboratory workers and others, both in public and outside the Territory, of doctors, medical assistants, nurses, sanitary inspectors, dispensers, midwives, laboratory workers and others, both in public and private institutions? Are these facilities available, without discrimination to all inhabitants?

The training of medical assistants is accomplished in the Guam School of Medical Assistants. This school offers a four-year course in medicine which parallels, in a more limited though basic fashion, the standard program of medical schools in the United States. Its students are selected from the various island groups and, on graduation, return to their native localities to practice medicine under the supervision of Administration medical officers.

The School of Dental Assistants presents a four-year course in dentistry which parallels dental courses in the United States. Here again, students are recruited from island groups and returned to their places of origin where they practice dentistry under supervision of Administration dental officers.

The School of Nursing provides a three-year course in nursing whose students are selected and later placed in the same primary basis of geographical requirement.

There are currently about forty-six enrollees in the School of Medical Practitioners and twenty in the School of Dental Practitioners and forty-two in the School of Nursing.

Each District of the Trust Territory is provided with a dispensary manned by at least two United States Navy medical officers and Hospital Corps personnel. Besides medical

of the inhabitants, these dispensaries offer a three-months course in sanitation and first aid to males and females enrolled from the smaller islands of the District, who, upon completion of the course, are returned to their home islands to supervise local sanitation and practice first aid.

Six midwives from the Territory have received special instructions at the Guam Memorial Hospital and have returned to their respective localities to practice under the supervision of the Civil Administration District Medical Officer. Each has been authorized practice by a licensing board. Several additional midwives have received training from the staff of the Civil Administration dispensaries and are being allowed to practice under their supervision.

Island laboratory workers are trained in each dispensary to do routine laboratory work and to assist in the pharmacy.

The facilities described above are available without discrimination to all inhabitants.

176. To what extent are unqualified indigenous practitioners active? Are their activities regulated? What is their influence as compared with qualified practitioners?

Although the islanders, by and large, accept modern medical treatment, some old customs and practices persist. To a certain extent the people still believe that physical illness, sickness and death are controlled by supernatural forces and otherwise hold to practices which cannot be modified easily except through long-term education. There are undoubtedly some unqualified medical practitioners, but their influence is not great and their effect upon island medicine is declining in proportion to progress in health education. The Administering Authority has adopted a policy of non-interference toward them, since any comprehensive system of laws on the subject would be very difficult to enforce—much of the force of this nature being carried on as a matter of family tradition—and since, in general, modern medical practice already enjoys far greater prestige than native practices.

177. Classify and list the principal diseases, stating whether they are epidemic or endemic. What has been the incidence of diseases in the Territory?

The principal existing diseases of the Trust Territory are, or relate to, intestinal diseases, tuberculosis, filariasis, yaws and eosinophilic meningitis. All except the last are endemic.

Preliminary surveys of the Trust Territory islands indicated that approximately 90% of the local inhabitants were afflicted with yaws, about 50% had intestinal parasites, and 50% suffered from malnutrition and about 5% had filariasis. By now, the incidence of yaws has been reduced to almost zero. Little headway has been made, however, in checking tuberculosis.

Filariasis is being studied and every effort is being made to eradicate the disease. Intestinal parasites are no longer in evidence in the Trust Territory. See answers to questions 170.

178. Are there any leper settlements in the Territory? If so, give details.

A leprosarium has been established on the Island of Tinian, Mariana Islands, with facilities for housing and isolation and treatment in accordance with the most modern scientific standards. The population of the leprosarium is eighty-nine. All types of leprosy are reported. The staff consists of a U. S. Navy Medical Officer, who has had special training in the Carville, Louisiana, leprosarium and in the Kalahele leprosarium on Johnston Island, Territory of Hawaii, before assuming his present duty. He is assisted by a Medical Service Corps officer, four enlisted Hospital Corps technicians, two internists, and two indigenous medical aid men. A great majority of the eighty-nine patients are in a sense of usefulness during the same time their disease is being treated. The moral of the patient population is excellent, many having stated a desire that they not be forced to return to their former homes. Small farms and fishing facilities are available so that these patients may be able to continue a more or less normal diet.

A considerable number of the patients arrived in a state of general physical debility and malnutrition, many having marked anemias as a result of heavy infestation with intestinal parasites. In these patients the institution of specific therapy has necessarily been delayed until such time as the anemia can be corrected. This has necessitated very patient and continuous special laboratory investigations. It is expected that the time of the next annual report some very definite and encouraging information will be available as to the therapeutic results.

179. What has been done with prostitution in relation to the health problem?

Prostitution is a punishable offense. Educational courses dealing with prostitution and venereal disease are part of the organized program of each District dispensary in the Trust Territory, and a case-finding plan is in operation. Infected females are hospitalized until treatment is completed. Prostitution is currently a minor problem in the area.

180. What measures have been taken or planned:

- (a) To further the education of the community in health matters;
- (b) To induce the indigenous inhabitants to adopt sanitary reforms;
- (c) To increase the confidence of the indigenous inhabitants in the medical services provided; and
- (d) When considered necessary to eradicate dangerous and injurious indigenous practices?

(a) The education of the community in health matters is furthered by instructing chiefs concerning the health problems of their islands, the reasons for proposed health regulations and the manner in which such regulations must be carried out. In addition, the Civil Administration Medical Staff has been providing instructions in matters of public health and sanitation at the intermediate and teachers' schools in the Territory.

(b) Supervisors assist in seeing that these regulations are observed. Infractions of the rules of sanitation, a part of the system of government regulations for each island are punishable offenses. The chiefs and their people are instructed as to the reasons why such regulations are promulgated; namely, that not to observe them will result in the spread of disease to individuals and groups alike. Considerable progress has been made to date in instilling native sympathy for the program and thereby in improving the sanitation and health standards of the various islands of the Territory.

(c) The medical service provided for the peoples of the Trust Territory is not forced upon them. Kindness, consideration and patience have resulted in obtaining their complete confidence and cooperation.

(d) When it becomes necessary to eradicate a dangerous or injurious native practice, a meeting is arranged between Administrative medical personnel and the chief local officials to resolve the problem in an effective and amicable manner.

181. What vaccination, inoculation or similar measures have been taken for the prevention, cure, control and elimination of disease during the past? Are official mission and other private activities as regards sanitation and preventive and curative medicine being coordinated?

All people of the Trust Territory have been vaccinated against smallpox, tetanus and typhoid fever. There are no private medical activities in the Trust Territory.

182. What special provisions, if any are made concerning maternal and child health? In particular, are there pre-natal, maternity and child health clinics? To what extent are women attended by doctors, nurses, medical assistants or midwives at confinement? What regulations exist with respect to midwife practices? Are there any medical facilities for children of pre-school age and school children? What percentage of children receive such care?

Pre-natal, maternity and child health clinics are held in each District dispensary. In the smaller islands trained midwives practice under the supervision of medical officers. All Trust Territory women who live near a dispensary have the services of a medical officer available to them during confinement, although by custom most prefer midwives. The

regulation concerning midwifery is contained in the regulations on Medical Practice in the Trust Territory, page 147 of the 1948 United Nations report, quoted herewith:

SECTION 14. BOARD OF EXAMINERS IN MIDWIFERY; APPOINTMENT; REFERENCE OF APPLICANTS TO BOARD: The commission may appoint, from time to time, as it deems expedient, a board of examiners in midwifery, consisting of not less than three and not more than five persons, who have practiced the healing art in the Trust Territory, or in a State or Territory of the United States for not less than three years immediately preceding their respective appointments under authority of licenses authorizing them so to practice or as a medical officer in the service of one of the branches of the Armed Forces of the United States. Appointments to such boards shall be made for such terms as the commission deems proper. With approval of the Deputy High Commissioner, Trust Territory of the Pacific Islands, the commission may abolish any such board at any time. The commission shall refer to a board of examiners in midwifery every applicant for a license to practice midwifery who intends and in her application agrees to limit her practice to the care of women during normal pregnancy and parturition, insofar as the licensee is able to determine whether pregnancy and parturition are normal in any particular case, for determination of the applicant's fitness so to practice, and who is not entitled to a license without examination by virtue of an outstanding license to practice midwifery in the Trust Territory or on Guam, Mariana Islands, in force on 1 June 1946."

The medical facilities for children of pre-school and school ages are identical with those for adults. The percentage of children under medical care at this time is unknown.

183. State what nutritional measures have been introduced, with special reference to any international conventions or resolutions. Is supplementary feeding supplied to children (in particular, school children) and to what extent?

The island diet is supplemented with "store" foods wherever and to the extent necessary to insure good nutrition.

An attempt is being made to have provided for the school children of the Trust Territory orange juice and powdered milk. This is at present being accomplished in some districts. The program is not yet functioning to the extent desired. It is hoped that this situation can be corrected in the near future. The Island Trading Company sells canned milk, canned meats, flour, lard, sugar, etc. at reasonable prices.

184. What animals, birds, fish and wild plants (fruit, roots, nuts, etc.) are used as food? What measures have been taken by the authorities to protect and promote these natural sources of supply and to increase them?

The island diet, supplemented with foods supplied by the Administration, consists primarily of fish, taro, rice, bananas, papaya, coconuts, mangoes, chickens and an occasional pig. An extensive program to safeguard and develop fruit and coconut resources as an important source of food is currently under way and will be continued.

185. To what extent are medical and hospital facilities available for the treatment of the more important tropical diseases and venereal diseases?

Medical and hospital facilities are available for the treatment of all tropical and venereal diseases. The bed capacities of District dispensaries are detailed in the Public Health Department Organization Table, pages XX, XXI and XXII of the Statistical Supplement.

186. To what extent are hospital facilities supplemented by outstations, local medical centers, clinics, mobile health units, and similar devices? How many in each category are operated by the Government, by missions, and by other private bodies respectively?

Field trip vessels visit the smaller islands on a regular schedule. The ship carries United States Navy Medical Officer and Hospital Corps personnel and provides medical examination and treatment for the island people. All indigenous persons who require hospitalization are taken by this ship to the District dispensary.

No privately-operated medical facilities are available. See answer to question 245(a).

Sanitation

187. State what methods are in use in towns and villages for disposal of human and animal excreta. To what extent are towns and villages provided with public latrines and drainage facilities? What systems of water supply, as well as inspection of water (public or private) are applied in urban and rural areas? Give details on number of sources, percentage of population served, method of inspection and analysis of water with percentage of satisfactory samples.

All villages have been instructed to build benjos ('benjo', the Japanese word for 'toilet'), is the prevalent expression in the Territory). Those approved are the over-the-water type, which uses tidal action for flushing, and the screened-pit latrine. Medical inspectors check sanitary conditions on each visit to an island.

The campaign for better sanitation and drainage is a continuing one. Most of the islands are small and have no drainage problem in the usual sense. Since few islands have a good water supply, however, it is necessary for the people to collect rainwater in catchments which may easily become breeding grounds for mosquitoes.

Apart from the United States Navy distilleries which supply limited amounts in some localities, the only sources of water available to inhabitants of the low islands are the rainwater catchments and shallow wells. The Administering Authority maintains rigid standards in its inspection of this primitive water supply system, and they are particularly effective in combating typhoid fever and other water-borne diseases in urban areas. Adequate spring-fed or surface water supply systems exist on most of the high islands. Amoebic dysentery was formerly prevalent throughout the region, partly as a result of Japanese methods of fertilizing their crops. Careful inspections now prevent dysentery from breaking out.

188. What arrangements are in force for the disinfection of stagnant pools and the control of pests dangerous to health?

Through liberal use of DDT, the mosquitoes on smaller islands have been almost completely eradicated. Occasionally, the use of oil on stagnant pools--not ordinarily found except on the high islands--is required by the medical inspectors checking sanitary conditions in the Territory. Fortunately, mosquitoes are almost the only pests considered dangerous to humans, and it has been relatively easy to control them. Burning (clearing dangerous areas around places of habitation), burning or burying all refuse and garbage and the posing of coconut shells have all minimized the fly and mosquito menace.

Improved sanitation has practically eliminated the very prevalent hookworm as a source of native disease.

District dispensaries supervise the work of sanitation, rodent and pest control squads on the main islands. Elsewhere health aides and local police are made responsible for sanitation measures.

189. Describe the arrangements in force for the inspection and control of food sold to the public, markets, slaughter-houses, wells, etc.

Existing regulations for the control and inspection of food sold to the public are covered by Interim Health Service Preventive Medical Program II, #8, and Public Health Rules and Regulations #9 and #10.

Drugs

190. What legislation is in force governing the manufacture, sale, exportation, importation, labelling, and distribution of drugs and pharmaceuticals?

Regulations relative to the use, importation, manufacture or sale of narcotics are contained in the Interim Regulations (Section 7, page 10 of the Documentary Supplement).

191. Is the population of the Territory addicted to the use of narcotic drugs?

No.

192. What types and quantities of opium, marijuana and other dangerous drugs were consumed during the year? What measures have been taken to regulate the traffic in and use of such drugs?

The only narcotics consumed have been those administered by United States Navy medical officers, under military controls and for medical purposes.

193. State which conventions relating to narcotics, if any, are applicable to the Territory.

The Hague International Convention of 1912; the Geneva Convention for the Limitation of the Manufacture of Narcotic Drugs of 1931; and the Protocol signed at Lake Success on December 11, 1946, relating to narcotic drugs are followed in practice although not formally extended to the Trust Territory.

Alcohol and Spirits

194. What types and quantities of alcoholic and other spirituous beverages were imported, manufactured and consumed? What measures in the interests of the inhabitants have been taken to regulate the import, production and consumption of such beverages?

No alcoholic beverages are manufactured on a commercial scale in the Trust Territory. Manufacture by individuals for personal use in accordance with native tradition is permitted subject to community control. The importation of beer is permitted in the Saipan district only. It is estimated that 37,886 cases (24 twelve ounce bottles to the case) were imported into this district during fiscal 1949. Importation of other alcoholic beverages for the use of the indigenes is prohibited.

195. What are the import duties on: (a) spirituous liquors; (b) wines; (c) beer and other fermented beverages? Is there a maximum alcohol content for categories (b) and (c)? Are the duties higher or lower than those in the neighboring countries?

With the exception of the Northern Marianas where beer only may be imported legally, importation of spirituous liquors, wines and fermented beverages is illegal. There are no import taxes on fermented beverages imported into the Northern Marianas.

Population

196. What are the measures for recording vital statistics? What are the dates of the most recent censuses of the population? What regions and populations did the census cover? How are estimates of current population derived, and how reliable are such estimates thought to be?

The recording of vital statistics has been discussed at length in this report.

An annual census is made throughout the Trust Territory. The figures thus obtained are constantly being brought up to date on the basis of vital statistics maintained by the village societies and transmitted to representatives of the Administration visiting the islands on field trips. Current population figures are believed to be reasonably correct.

Social Security and Welfare

197. To what extent have conventions and recommendations of the International Labor Organization or other international conventions concerning social security and welfare been applied in the Territory?

No recommendation or convention of the International Labor Organization or other

international convention concerning social security and welfare has been made specifically applicable to the Territory. Problems relating to these fields are solved within the territorial framework of the indigenous society.

198. What services, if any, are provided or contemplated with respect to widows' pensions and old age pensions, maternity benefits, unemployment benefits, relief or other forms of protection for the inhabitants of both sexes? What is the coverage, the size of the benefits, and the method of financing and administering them?

There are none. As indicated in the answer to question 197, protection and care are provided within the indigenous society's closely-knit family and clan groups.

199. What legislation affecting social welfare has been enacted during the year?

None.

200. What are the objectives for the immediate future in the social security field? The field of social security has not been surveyed as yet and no immediate objectives can be stated.

201. What other social welfare work was undertaken during the year? Indicate new schemes introduced by the Government, and by voluntary organizations, and state what plans have been made for the extension of such services.

Social welfare work, to the limited extent that it has been necessary in the Territory has been conducted by the Administration and by missionaries. The need for further extension of such services is not now apparent.

202. What provisions, if any, are made to assist orphaned, abandoned or delinquent children?

The problem of orphaned or abandoned children does not exist in the Territory because such children are freely and quickly adopted by other members of the family or community in accordance with local customs.

Delinquency among children, in the Western sense, does not occur.

Housing and Town Planning

203. What in general, is the housing situation in the Territory, with special reference to housing conditions in urban areas, mining areas and plantations?

Housing in the more populous areas is undergoing a change, with homes of thatch construction gradually being superseded by those of frame and corrugated iron, patterned after small Western-style dwellings. Progress in the building of these more adequate homes has been hampered, however, by lack of material. All available scrap lumber and scrap corrugated iron have been released to the inhabitants for use in constructing or improving their houses.

All types of houses have been made more healthful through native concurrence with the advice of Civil Administration Public Works Officers that they be elevated above the ground, that drainage facilities be constructed, that land around homesites be cleared, that houses and benjos (privies) be screened wherever possible.

The development of the coral-product house is being encouraged wherever coral is available. Blocks of coral make a very acceptable and increasingly popular building material and one which has been used, for instance, to construct whole villages in the Hall Islands.

204. What legislation affecting housing or town planning has been enacted during the year?

None.

205. What services exist for promoting improvements in housing?

Civil Administrators have assisted in housing improvements by making available surplus materials and war-generated building scrap, and by reestablishing saw-mills at Truk, Koror and Ponape for the production of lumber from local trees. The Island Trading Company has stocked basic hand tools, nails, screening, paint and other building accessories for sale to local inhabitants at reasonable prices.

206. What housing or town planning projects are in progress, or have been completed, undertaken, or planned during the year?

Town planning, as such, has not been a major concern of the Civil Administration in the past year. The main problem has been to replace homes destroyed by the war and to make immediate provision for adequately sheltering all the islanders.

On the Island of Kili, however, a model town has been constructed so as to include projects for drainage, sewage disposal, benjos (privies), water catchments and the allotment of sufficient property around each home to allow for freedom of movement and some privacy.

Penal Organization

207. What is the organization of the department concerned with the various types of prisons and penal and correctional institutions? Give the number, occupations and methods of selection and training of its staff.

Inasmuch as crime is not prevalent in the Territory, it has not been considered necessary to provide an elaborate system of penal administration or a central prison. The Division of Political Affairs of the Deputy High Commissioner's staff has cognizance over jails and correctional institutions. The local "calabosses", as jails are almost universally known, are guarded by local policemen. A medical officer inspects each one and reports on its condition to the responsible Civil Administrator.

208. What, in general, are the conditions prevailing in the prisons and penal and correctional institutions of the Territory, with special reference to the classification of prisoners, the provisions of prisons for women, the space assigned to each prisoner, dietary scales for prisoners, sanitary conditions, educational, medical and other services?

Local jails are clean, light, and airy with sufficient area to allow for comfortable movement. Modern sanitary facilities are available. See page VI of the Statistical Supplement for detailed information. Various criminal types are almost non-existent and classification of prisoners has not been considered necessary. Very few women have been confined in the Trust Territory, and none have been confined for long periods. Where women have been confined, separate rooms or buildings have been provided. Food is provided in various ways in the different districts, but the basic foods are the same as the preparation of native foods. In addition, facilities are also present for may be provided from prison or Civil Administration farms and by visiting relatives.

Educational facilities in the form of handicraft, woodworking and native crafts are provided to aid in the rehabilitation of prisoners. The prisoners benefit from any income derived from this activity.

The medical facilities of the Civil Administration Unit are available to the prisoners and periodic medical inspections are made.

209. Are juveniles imprisoned? Are there any special laws and courts applying to juveniles? What, if any, special measures are taken on their behalf in the penal and other correctional institutions? Describe the extent of juvenile delinquency.

Major juvenile delinquency problems do not exist in the Territory. In the few cases

where juveniles have violated the law, punishment applied in accordance with local custom by parents and by the rest of the community has been sufficient to prevent repetition of offense.

210. Are types of labor provided for in a sentence to imprisonment? If so, for what classes of prisoners, for what period of imprisonment, and what is the nature of the labor and the conditions under which it is performed?

Prisoners are expected to do work in keeping with their physical condition and ability regardless of length of sentence or type of crime for which imprisoned. Prison labor is utilized in the performance of janitorial duties, gardening, road construction and repair, and maintenance of Civil Administration Units. Often the "trustee" system is used, but where supervision is necessary the island policeman is in charge.

211. For what kinds of work are prisoners used? Are they employed beyond the confines of the prison? If so, by government or private employers, under what methods of supervision, and under what conditions and remuneration?

Prisoners engaged in penal labor are almost always employed beyond the confines of the jails. They work eight hours a day and, though treated with consideration, receive no remuneration. Prisoners are not paroled to companies or individuals engaged in commercial operations. In rare cases "trustee" prisoners have been permitted to work for Civil Administration personnel in gardens and around homes. Such work is purely voluntary and used only where other labor is not available. The work is performed under supervision and outside hours of regular work. Compensation is paid to the prisoners so engaged by the individual benefiting at a rate set by the Civil Administrator of the district.

212. In what circumstances are prisoners sent long distances or outside the territory for confinement?

None.

213. What penalties or disposition of criminal cases, other than fines and imprisonment, are used? Are sentences imposed for definite and indeterminate periods? Does the law inflict penalties of corporal punishment, forced residence or deportation? If so, under what conditions and limitations? Are these penalties applicable to both indigenous and non-indigenous inhabitants?

Penalties for crime are set forth in Section 10 of the Interim Regulations. No penalties other than fines or imprisonment are permitted, except that in case of murder in the first degree the death penalty may be imposed. A maximum penalty is discretionary for each type of offense, and the matter of imposing a lesser sentence is discretionary with the court. The law does not allow infliction of corporal punishment or deportation. All penalties are applicable equally to indigenous and non-indigenous persons.

214. What prison legislation has been passed during the year?

None.

215. What changes or reforms with respect to conditions in prisons have been introduced during the year? What reforms are planned for the immediate future?

A new prison has been constructed at Saipan and facilities have been improved at other units. Regular inspections are made by staff officers and recommendations for changes made to the Civil Administrators. No extensive changes in the penal system are considered necessary.

216. Describe the nature and methods of prison discipline.

Prison discipline is not severe and there have been no instances of prisoners being recalcitrant or troublesome. A working day of eight hours is observed and no excessive unusual punishments are imposed.

217. By what methods may persons sentenced to imprisonment be released prior to expiration of their sentences? Describe the special privileges that can be

earned by prisoners and the extent to which they may affect their life after release.

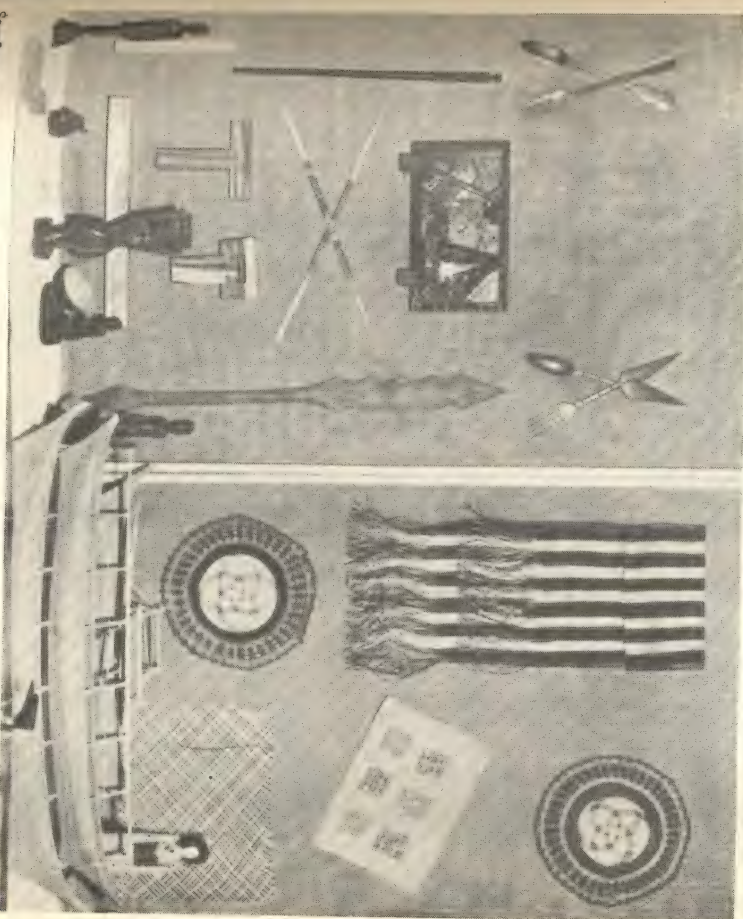
Article VII, Sub-section 5, of the Criminal Code provides that "any person convicted of any crime in the Trust Territory may be pardoned or paroled by the Deputy High Commissioner upon such terms and conditions, if any, as he shall deem best". Sub-section 5, likewise, provides that parole or pardon may be granted by the Governor of a sub-area in cases of misdemeanor and by the Civil Administrator of a District in connection with punishment of not more than six months imprisonment or one hundred dollars fine.

The only procedure required for consideration of request for pardon or parole is the presentation of an informal petition. Each case is considered on its merits. In the past, several cases of parole have been handled and in each case the Civil Administrator concerned took an active interest in procuring the requested consideration.

No special privileges other than parole may be earned by the prisoners under ordinary circumstances. The privilege of engaging in outside work for pay in the only exception.

218. Is there any system of probation?

No system of probation is prescribed by law. However, the Civil Administrator and the legal officer of the area in which the prisoner is granted freedom exercise constant supervision to insure his good conduct and compliance with any conditions that may have been attached to his release.



Samples of Micronesian Arts and Handicrafts. Display was sent to St. Louis, Mo. for exhibit at the annual convention of American Industrial Arts Association (NEA) on May 13, 14, and 15, 1942.

H. EDUCATIONAL ADVANCEMENT

General

219. What are the main objectives of the educational policy?

The main objectives of the educational policy are set forth in a directive on the subject of basic policy to be followed in the government of the Trust Territory, quoted in part,

"The primary consideration is a system which will benefit many and which will assure a progressive development of each community along lines which will raise the native standards by improvement in health and hygiene, by betterment in methods of food production and in the nature of food supply, and which will equip the local inhabitants for the conduct of their own government and the management of their trade and industry".

220. What are the educational systems and current educational programs, both public and private?

The Government of the Trust Territory has established a free public school system. The following table indicates the extent to which the system has developed in most areas as of March 31, 1949. Elementary schools are located throughout the Territory. These schools eventually will have a six-year program. At present they have attained approximately a four-year program. An intermediate school has been established at each Civil Administration Unit and Yap. These schools have replaced and supplemented the original District Teacher Training Schools. Facilities are provided at the Naval Medical Center on Guam for specialized training in nursing, medical and dental procedures and special technical skills; these are available to qualified students from the Territory. The Pacific Islands Teacher Training School (PITTS) was moved from Guam and opened in Truk September 7, 1948. Mission schools have been established in all but the Saipan District.

PUBLIC SCHOOL SYSTEM OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS
NUMBER OF SCHOOLS, STUDENTS AND TEACHERS IN COMPARISON WITH
NATIVE POPULATION, BY DISTRICTS
AS OF MARCH 31, 1949

DISTRICT	NATIVE POPULATION	NUMBER OF ELEMENTARY SCHOOLS	NUMBER OF ELEMENTARY TEACHERS	NUMBER OF INTERMEDIATE SCHOOLS	NUMBER OF INTERMEDIATE TEACHERS	TOTAL NUMBER STUDENTS
Western Carolines	11,799	26	69	2	6	1,500
Truk	14,845	41	44	1	7	2,316
Saipan (No. Mariannas)	6,045	5	21	1	9	1,172
Marshall Islands	10,647	38	50	1	6	1,327
Ponape	9,708	17	39	1	1	1,374
TOTAL	53,244	127	223	6	29	7,689

Intermittent classes of adult education have been in session with a total enrollment of about 650 adults, in addition to the above.

MISSION SCHOOLS

Western Carolines	2	5	0	0	0	96
Truk	5	13	0	0	0	412

DISTRICT	NUMBER OF ELEMENTARY SCHOOLS	NUMBER OF ELEMENTARY TEACHERS	NUMBER OF INTERMEDIATE SCHOOLS	NUMBER OF INTERMEDIATE TEACHERS	TOTAL NUMBER STUDENTS
----------	------------------------------	-------------------------------	--------------------------------	---------------------------------	-----------------------

Northern Marianas	0	0	0	0	0
Marshall Islands	3	14	0	0	180
Ponape	5	24	0	0	435
TOTAL	15	56	0	0	1,123

221. Describe the organization of the department of education showing its relation to other educational bodies. Give the number and type of personnel employed and the financial provisions made for it.

The public school system of the Trust Territory is administered by the Division of Education under the authority of the High Commissioner. The Staff of the Division of Education is presently comprised of an Educational Administrator, an Assistant, a publications officer and text writer, and a secretary. Immediately subordinate to the Civil Administrators of the Northern Marianas, the Marshall Islands, the Ponape District, the Truk District, the Western Caroline Islands, and the Civil Administration Representative at Yap, are District Educational Administrators. These Administrators have the general responsibility of overseeing and expanding the educational programs of their respective regions and of supervising their programs in accordance with policy directives and professional assistance from higher authority. In liaison with them are indigenous superintendents of schools who are rapidly absorbing many educational responsibilities.

Actual costs of education are somewhat misleading as large amounts of cost-free surplus war materials have been available. Such materials are no longer procurable. Actual expenditures for education through the fiscal year 1949, divided into the various education programs, are shown on page XXVI of the Statistical Supplement.

222. What educational legislation or other measures have been passed during the year?

None.

223. What school building programs are in progress or have been undertaken, completed or planned during the year? To what extent are schools properly and adequately equipped?

The principal building program undertaken during the year has aimed to repair and improve existing school buildings. The Koror Elementary and Intermediate School has been remodeled. Two new four-room concrete-slab intermediate school buildings have been completed at Ponape and at Yap. Nine new native constructed elementary schools have replaced old buildings. A concrete-block building project is under way for additional intermediate school buildings at Ponape. Other programs of using native materials for local school building projects are presently planned in all areas.

The equipment of the average Trust Territory school is meager at present. Temporary blackboards and other furnishings are being replaced as rapidly as possible with permanent equipment. Teaching aids and beginners' text books which will reflect conditions found in the Territory are being especially prepared, within budgetary allowance, in order to replace materials poorly adapted to the culture of the area.

Schools and Curriculum

224. What regulations and authorization govern the establishment and operation of private schools?

The establishment of private schools is not prohibited or curtailed. Section 8

of the Interim Regulations provides, however, that all private schools teaching secular education shall operate within the minimum standards established by the Administration.

225. What conditions are attached to any grants made to private schools? On what basis are grants made?

It has been the policy of Trust Territory authorities to give private mission schools assistance in the form of textbooks and school supplies, subject only to the provision that these schools maintain academic standards equivalent to those of the public schools.

226. What, generally, is the scope of the curriculum in each type of school and how is it related to local requirements and to the basic objectives of the educational policy? If possible, specify the curriculum for each grade or standard of the various types of schools.

The general curriculum of the primary schools is as follows:

GRADE I (Approximate Age, 8 Years)

A. Aims:

1. To teach correct conversation, reading, spelling, composition, and writing in the native language.
2. To teach Series A Conversational English words in conversation (pronunciation and comprehension; no reading or writing).
3. To provide constant training in healthful, ethical and democratic attitudes and habits.
4. To provide physical activities for general health and recreation.

B. Subjects:

Native Language	2 periods daily
Conversational English	1 period daily
Recreational Activities	1 period daily

GRADE II (Approximate Age, 9 Years)

A. Aims:

1. To teach correct conversation, reading, spelling, composition, and writing in the native language.
2. To teach Series B. Conversational English words in conversation (pronunciation and comprehension; no reading or writing).
3. To provide constant training in healthful, ethical and democratic attitudes and habits.
4. To provide physical activities for general health and recreation.

B. Subjects:

Native Language	3 periods daily
Conversational English	1 period daily
Recreational Activities	1 period daily

GRADE III (Approximate Age, 10 Years)

A. Aims:

1. To continue reading, spelling, composition, and writing instruction in the native language, including grammar.
2. To teach Series C Conversational English words in conversation (pronunciation and comprehension; no reading or writing).
3. To teach reading and writing, Series A Conversational English words, (using Series A flash cards, Island Play and Island Family).
4. To teach first grade arithmetic in English.
5. To teach geography in the native language (local island geography only).
6. To teach science (conversational use of Wonderworld of Science, Book I).
7. To provide constant training in healthful, ethical and democratic attitudes and habits.
8. To provide physical activities for general health and recreation.

B. Subjects:

Native Language	1 period daily
Conversational English	1 period daily
Reading and Writing of English	1 period daily
Arithmetic	1 period daily
Social Studies, including Geography, Science and Health	1 period daily
Recreational Activities	1 period daily

GRADE IV (Approximate Age, 11 years)

A. Aims:

1. To continue reading, spelling, composition, and writing in the native language, including grammar.
2. To teach conversational English (using words in Wonderworld of Science, Book II level).
3. To teach reading and writing of Series B Conversational English words (using Series B flash cards, and Two Island Boys).
4. To teach second grade arithmetic in English.
5. To teach social studies in the native language (elementary geography, history and health).
6. To teach science (reading and writing of words in Wonderworld of Science, Book I).
7. To teach arts and crafts.

8. To provide constant training in healthful, ethical and democratic attitudes and habits.

9. To provide physical activities for general health and recreation.

B. Subjects:

Native Language 1 period daily

Conversational English 1 period daily

Reading and Writing of English 1 period daily

Arithmetic 1 period daily

Social Studies, including Geography, 1 period daily
Science and Health

Arts and Crafts 1 period daily

Recreational Activities To be offered as an extra program function

GRADE V (Approximate age, 12 years)

A. Aims:

1. To teach conversational English (Wonderworld of Science, Book III level).

2. To teach the reading, spelling, composition, and writing of Series C Conversational English words (using words of the Wonderworld of Science Book II list).

3. To teach third grade arithmetic in English.

4. To teach social studies in the native language.

5. To teach science in the native language (comprehension of Wonderworld of Science, Books I and II).

6. To teach simple gardening.

7. To teach arts and crafts.

8. To provide constant training in healthful, ethical and democratic attitudes and habits.

9. To provide physical activities for general health and recreation.

B. Subjects:

Conversational English 1 period daily

Reading, Spelling and Writing of English 1 period daily

Arithmetic 1 period daily

Social Studies, including Geography, 1 period daily
History, Science and Health

Arts and Crafts 1 period daily

Gardening 1 period daily

Recreational Activities

To be offered as an extra program function

GRADE VI (Approximate Age, 13 years)

A. Aims:

1. To teach conversational English (Wonderworld of Science, Book IV level).

2. To teach reading, spelling, composition, and writing (using United States standard Grade IV text materials, continuing to expand English vocabulary).

3. To teach fourth grade arithmetic in English.

4. To teach social studies in English (History, Geography, and Health, using Without Machinery as a basic text).

5. To teach science on the level of Books III and IV, Wonderworld of Science.

6. To teach gardening.

7. To teach arts and crafts.

8. To provide constant training in healthful, ethical and democratic attitudes and habits.

9. To provide physical activities for general health and recreation.

B. Subjects:

Reading and Conversational English 1 period daily

Spelling, Writing and Composition 1 period daily

Arithmetic 1 period daily

Social Studies, including History, 1 period daily
Geography, Science and Health

Arts and Crafts 1 period daily

Gardening 1 period daily

Recreational Activities To be offered as an extra program function

For curriculum of the Intermediate Schools, see page 34 of the Documentary Supplement.

Adult and vocational training, with special emphasis on English have been stressed in those areas where teachers are available. Additional adult instruction has been given in health and public welfare programs. In vocational fields, on-the-job training in the handling and maintenance of machines, electrical systems, and special equipment has been given by American personnel.

A program for training seamen throughout the Trust Territory was begun in November 1946. Each seaman receives instruction in basic English and seamanship.

Professional training schools have been established at Guam by the United States Government for the education of selected islanders. These schools are equipped to train medical and dental assistants, health aides, and nurses. All these professional students receive instruction in English in addition to their technical training. The Guam program of medical and related education, and the PITTS program of teacher training on Truk represent the highest level of professional attainment, and other means of selection.

A two-year course established at PITTS includes the following curriculum:

First Semester (Junior Year)

Subject:	Credit
English I	3
Reading	2
Mathematics	2
Oral Expression I	3
Health and Hygiene	2
Geography and History of	
Micronesia	2
Art	1
Industrial Arts I	2
Agriculture	2
Total	19

Second Semester

English I	3
Reading	2
Mathematics I	2
Oral Expression I	3
Introduction to Teaching	2
World Geography	2
Art	1
Industrial Arts II	2
Agriculture	2
Total	19

First Semester (Senior Year)

English II	3
School Business and Activities	1
Mathematics II	2
Oral Expression II	3
General Science	2
Educational Methods	2
Practice Teaching	2
Industrial Arts III	2
Agriculture	2
Total	19

Second Semester

English II	3
School Business and Activities	1
Mathematics II	2
Oral Expression II	3
General Science	2
Educational Methods	2
Practice Teaching	2
Vocational Elective	3
Total	18

Minimum number of points required for graduation 70

It is intended to expand the above program and credit hours as education develops in the area. Plans for the further development of PITTS call for erection of a practice school to be used in giving advanced students practical teaching experience. A Community School is being established, to open in September 1949, with a capacity of forty students. It will be included under the Administration of PITTS.

227. Do the curricula include the teaching of a European language, and, if so, how far does this teaching go? Specify the levels of instruction at which languages other than European are used as media of instruction. Specify the instances where the indigenous inhabitants must learn another vernacular in order to proceed with their education. Is there any lingua franca in use?

The teaching of primary pupils is conducted almost entirely in the vernacular, along with instruction in oral English. As the pupil advances through elementary, intermediate and higher level education programs, English is increasingly stressed. While the lingua franca of the islands is still Japanese, there is an increasing trend toward the general use of English.

228. What facilities within the Territory and what opportunities abroad have been provided for higher education for both sexes and what has been done to meet local necessities?

Other than the schools for Medical and Dental Assistants there are no facilities for higher education in the Territory. Public and private scholarships are made available as the need arises. In keeping with the American tradition equal educational opportunities are extended to both sexes. Four students have progressed sufficiently to merit higher education. Two of these attended universities in the continental United States, and two attended college in Hawaii.

Pupils

229. If possible, furnish a sketch map of the Territory showing the distribution in relation to population density of the various types of schools, and the number of pupils in attendance in each area.

A table showing the number of public schools, students and teachers in comparison with population, by Districts, will be found under Question 220. More detailed information appears under "Education", page XXV of the Statistical Supplement.

230. If school fees are required, what provisions, if any, are there for those who cannot pay the fees? What provisions, if any, are made for transportation of pupils where schools are far removed; what, if any, arrangements are made for the physical education of school children, for their medical care, school lunches and supervision of their dietary value? Are any scholarships, bursaries or other aids available to pupils in the various grades and types of schools?

No school fees are required in the public school system of the Trust Territory. The islanders customarily live in villages and, since there now are or shortly will be, schools in all centers of population, most students are within convenient distance of one.

Physical examinations are given to children as a part of the health program.

A widespread practice throughout the Territory is the granting of scholarships to young people and adults who attend the District Teacher Training Schools, the Pacific Island Teacher Training School or the various technological or medical schools located in the Territory and at Guam. Scholarships take the form of salaries which are calculated to cover living expenses. All facilities and materials of these schools are free.

Teachers

231. What are the professional qualifications of teachers, both indigenous and non-indigenous? How far is the supply adequate to the demand and what provision is made for the recruitment and training of teachers within the Territory and abroad? By what methods are teachers licensed?

The professional qualifications of teachers are varied and in certain cases limited; however, the following major classifications exist at the present time:

(a) Indigenous teachers with some formal training will be retained until fully trained teachers are available.

In the fall of 1946, the program of study at Pacific Islands Teacher Training School was increased to cover a period of four eighteen-week semesters. Elementary school teaching positions will be filled by PITTS graduates as soon as they are available. It is planned that incumbent teachers be given summer training courses at PITTS to increase their professional ability.

(b) Non-indigenous.

(1) Naval Officers. At present five United States Naval Officers are engaged in education work in the Trust Territory.

(2) Dependents. Seventeen wives of United States naval and civilian personnel are currently employed. All are high school graduates and some have college degrees.

(3) Civilian Personnel. Positions for twenty-four non-indigenous civilians have been authorized in the new budget. These positions provide for Educational Administrators for the five districts. The Principal of PITTS and specialized teachers in all districts are non-indigenous. Professional qualifications are approximately the same as those for similar positions in the Territory of Hawaii. All applicants are screened by the Advisory Committee on Education for Guam and the Trust Territory.

The supply of suitable native prospects for teacher training has been and is expected to remain adequate to meet present and future needs. Non-indigenous teachers in the Trust Territory are licensed in that they must have credentials from a recognized school in the United States.

232. Give the salary scales of the various grades of teachers and differentiate among categories, if any.

The salary scales of the various grades of American teachers, procured from Hawaii and the United States:

(a) Non-Civil Service

	Civil Service Equivalent	
(1) Educational Administrator	P-4	\$6,540.00 per annum
(2) Educational Administrator	P-3	5,599.00 "
(3) Principal	P-2	4,559.00 "
(4) Teacher	P-1	3,718.00 "

(b) Dependents of American personnel

Rating	Per Annum Salary	(1) Instructor	Qualifying Factors
IA	\$4150.00	A. Bachelor's degree in education. One year's experience in contact with native affairs in the Pacific Ocean Area. Five years' accumulative experience in the following: 1. Teaching native people of the Pacific Ocean Area. 2. Teaching foreign born;	

Rating Per Annum Salary

IB (cont'd)

IB \$3775.00

Qualifying Factors

- Teaching in United States' schools;
- School administration - two years;
- Industrial Arts, agriculture and vocational subjects.

or B. Master's degree in education with one year's experience in contact with native affairs in the Pacific Ocean Area and three years' experience in 1 through 5 above, including one year in administration.

A. Bachelor's degree in education. One year's experience in contact with native affairs in the Pacific Ocean Area.
Two years' cumulative experience in the following:

- Teaching native people of the Pacific Ocean Area;
- Teaching foreign born;
- Teaching in United States' schools;
- School administration - one year;
- Industrial Arts, agriculture and vocational subjects.

or B. Master's degree in education with one year's experience in contact with native affairs in the Pacific Ocean Area and two years' experience in 1 through 5 above, including one year of administration.

A. Bachelor's degree in education. One year's experience in contact with native affairs in the Pacific Ocean Area.
Experience in any of the following:

- Teaching native people of the Pacific Ocean Area;
- Teaching foreign born;
- Teaching United States' schools;
- Industrial Arts, agriculture, and vocational subjects.

or B. Master's degree in education or the equivalent and one year's experience in 1 through 4 above.

A. Normal School graduation or three years' college training in education, including 18 semester hours of English. One year's teaching experience, half of which must have been with Pacific Ocean Area people. Cumulative experience in the following:

- Industrial Arts;
- Agriculture;
- Vocational subjects;
- Business subjects;
- Art and Design.

Rating	Per Annum Salary	Qualifying Factors
IIB	\$2900.00	A. Three years of college including: Fifteen semester hours of English. Nine semester hours of education. Cumulative experience in the following: 1. Tutoring; 2. Business; 3. Instructing; 4. Agriculture; 5. Industrial Arts; 6. Vocational Training; 7. Art and Design.
IIC	2650.00	A. Two years of college including: Twelve semester hours of English and six semester hours of education, or equivalent experience in: 1. Tutoring; 2. Business; 3. Instructing; 4. Industrial Arts; 5. Agriculture; 6. Art and Design.
IIIA	2400.00	(2) <u>Instructor's Aide</u> A. Two years of college, and experience in: 1. Tutoring; 2. Business; 3. Instructing; 4. Industrial Arts; 5. Agriculture; 6. Art and Design.
IIIB	2175.00	A. One year of college, and experience in: 1. Tutoring; 2. Business; 3. Instructing; 4. Industrial Arts; 5. Agriculture; 6. Art and Design.
IIIC	1950.00	A. High school graduation and experience in: 1. Commercial subjects; 2. Tutoring or teaching; 3. Agriculture; 4. Art and Design.
IIID	1825.00	A. High school graduation. Inherent teaching ability. Limited experience.

(c) Indigenous peoples: Teachers and School Administrators
(1) Sub-Division A (Sub-Professionals)

- a. Untrained
 - b. Basic salary increased \$12.00 for satisfactory completion of each year of teaching experience until it reaches \$126.00. (It is assumed that each teacher will have at least six months' teacher training by the time he has three years of teaching experience).
- (2) Sub-Division B (Professional)
- a. Six months of teacher training satisfactorily completed \$240.00 per annum
 - b. One year of teaching and three additional months of teacher training satisfactorily completed. 264.00 per annum
 - c. Two years of teaching and a total of twelve months of teacher training satisfactorily completed. 300.00 per annum
 - d. Basic salary increased \$12.00 per annum for satisfactory completion of each year of teaching experience in excess of two, and \$12.00 per annum for satisfactory completion of each three months of teacher training in excess of twelve months, until it reaches \$420.00 per annum.
- (3) Sub-Division C (Professional - Administrative)
- a. Principals directing three or more other teachers shall receive not less than \$36.00 per annum over and above the minimum salary to which they would otherwise be entitled under sub-division B above.
 - b. Superintendents directing the educational activities of a school district shall receive not less than \$60.00 per annum in addition to the minimum salary to which they would otherwise be entitled under sub-division B above. In cases where a superintendent supervises more than 300 students, he shall receive not less than \$24.00 per annum in addition to the above minimum, and not less than a further \$24.00 per annum for each additional block of 200 students in excess of the first 300.
- All teachers are employed on an annual salary basis. They are paid equal monthly installments while they are teaching. Salary is paid to teachers while taking additional training.
223. Are there teachers' associations or organizations? Do they publish any journals or bulletins?
- The only teacher organization in the Trust Territory is the Marshallese Teachers' Association, whose objective is the furtherance of education in the Marshall Islands. It does not publish any journals or bulletins.
- Adult and Community Education
224. Outline the plans of adult education or mass education, if any, that have been prepared. Do they include provisions for utilization of radio, films, publications and other media of mass communication? What has been achieved in practice so far?
- Adult education, although necessarily modified by local conditions, is generally provided and encouraged throughout the Trust Territory.
- No plans have been made for including the utilization of radio, publications or other media of mass communication within the educational framework. A limited number of educational films, however, particularly on health subjects, have been ordered for use in the area. Navy training films are also used when available.
225. Are there any schemes to combat illiteracy and, if so, has any provision been made for assistance by the appropriate international agencies in anti-illiteracy campaigns? What is the percentage of illiteracy by age, sex and race?

Illiteracy is being combatted by providing a system of general education for all children of the Territory and of adult education for interested persons. No assistance has been requested from international agencies in anti-illiteracy campaigns. The percentage of illiteracy in the Territory is not yet known.

236. What attempts have been made by the Administering Authority or by private bodies to increase the supply of literature available to illiterate inhabitants, either in the vernacular or in other languages? What policy, if any, is there with regard to the establishment of a common language?

The Administering Authority has prepared and is distributing textbooks and other reading material specially adapted in vocabulary and content for use in the Territory; this material is in English. The American Red Cross and other organizations and private persons outside the Territory have made substantial donations of general literature. Mission groups have translated portions of the Bible and the Catechism into several of the areas' vernacular dialects.

A textbook writer is employed by the Division of Education to prepare material for the school system to be adaptable in their culture. As has been indicated in answers to previous questions, English is slowly becoming the lingua franca of the Territory, and gradually will replace the current Japanese.

237. What indigenous languages have been standardized and established in written form? Describe the measures being taken to carry on this work where it is considered necessary.

Languages spoken in the Territory may be classified generally into eight distinct groupings, some of which may be in turn subdivided into local dialects. None is Territory-wide in usage. Language studies and attempts at standardization made by various foreign groups since the time of early Western exploration and settlement in the area have not proven altogether satisfactory. During the war the United States made a systematic attempt to survey the field from a practical standpoint and published a Civil Affairs Study entitled "The Languages of the Japanese Mandated Islands". The present Administration has encouraged and sponsored research in all major language groups of the Territory; dictionaries, orthographies and grammars have been prepared. Thus some progress in language standardization is being made.

238. What steps have been taken to develop intellectual and cultural activities amongst the indigenous peoples with regard to the press, literature, art and scientific research, and what steps have been taken to develop a feeling of interdependence?

No steps to develop the intellectual and cultural activities of the indigenous inhabitants as a whole can be considered until their education and capacity for intellectual appreciation is more fully developed.

Although only limited transportation facilities are available and distances involved are vast, yet some feeling of interdependence among the residents of the islands is being engendered. Inter-island interest and unity are on the increase, especially through the friendly association of more and more of the youth of the islands in the higher schools at Guam and at PITTS where such feeling is fostered.

239. How many libraries are there in the Territory? Specify for each the number of books, circulation and fees, if any. Are there any traveling libraries?

Several intermediate schools and PITTS have small libraries, which are available to the general public at no cost and will be expanded in accordance with the educational advancement of the people.

240. What attempts have been made to utilize the services of literate ex-servicemen and women in furthering education?

There are very few ex-servicemen and women, and none indigenous to the area. The services of all qualified and available persons resident in the Territory are used in the furtherance of public education.

241. What measures have been taken to preserve, foster and encourage indigenous art and culture: music, dance, folklore, handicrafts, etc.? Enumerate and briefly describe the cultural organizations and societies, if any, which are active in this work. How many theaters and cinemas are there?

Immediately after occupation by United States forces of the islands which now constitute the Trust Territory, it was proclaimed that the existing customs of the local people should be respected. That policy has been consistently adhered to since and has been reaffirmed by the Administration in the High Commissioner's Proclamation Number One for the Trust Territory as well as in the Bill of Rights. Moreover, Section 8 of the Interim Regulations (Education) provides that the educational program shall respect local cultural patterns and shall foster and encourage the study of local languages, history and arts and crafts, as well as establish vocational training in the latter and in the trades.

Active encouragement has been given to the preservation of indigenous music, dances, folklore, arts and handicrafts. Assistance has been given in the reconstruction (on Palau and Yap) of destroyed clubhouses, the traditional centers of community life. The production of handicraft articles is being stimulated by the development of ready markets on Guam or in the United States. Boat-building with modern tools has been rendered profitable by the demand for transportation.

The Pacific War Memorial and Scientific Investigation of Micronesia (SIM) are conducting scientific research through the area.

There are no native theaters or cinemas.

242. Are there any archaeological expeditions at work in the Territory? What are the main regulations governing their activities and their discoveries, especially those relating to the removal of objects from the Territory? What measures have been taken to preserve and to protect archaeological sites, areas and objects?

No archaeological work is being done in the Trust Territory at the present time. Laws for the protection of archaeological remains are to be drafted as a part of the territorial conservation policy. Major archaeological sites may be set aside as monuments, or preserved as recommended by the Pacific Science Board, as a part of the same enactment.

243. What measures have been taken to preserve and protect living species of flora and fauna having scientific or aesthetic significance? Specify and briefly describe what museums and parks, if any, are maintained.

Methods for preserving the flora and fauna of the Territory from destruction by American and introduced enemies were considered in the study made by the United States Science Board's current survey of the area, referred to above, includes study of methods for preserving and protecting flora and fauna of scientific or aesthetic value. The Administration has taken action to implement certain recommendations of the Board (e.g., it has appointed a Conservation Officer for the Territory) and is considering further means of effectuating other recommendations. To date no museums or parks have been established in the Territory.

1. PUBLICATIONS

244. Submit copies of the laws and general regulations issued by the local administration or the metropolitan government during the year with respect to the Trust Territory.

Territory-wide laws and general regulations issued during the year are included in the Documentary Supplement.



Graduation of Medical Assistants. The five graduates waiting to receive guests at refreshments following the exercises. Left to right are: John Isman—Marjur, Jose Mata Torres—Guam, Fafila Tuava—American Samoa, Ehuati T. Ielato—American Samoa, Valisigago Upere—American Samoa.

J. RESEARCH

245. Under each of the following headings, give an account of the local facilities, external assistance, results, recent developments and future plans:

- Basic services land or geological survey, demographic statistics, meteorological research, etc.
 - Technological research - medical, agricultural, industrial, etc.
 - Sociological research - economic, legal, educational, etc.
- Does the Territory maintain a department of anthropology or a government anthropologist? If so, describe the organization, duties and results of this work. If not, what other provisions are being made for continuous, systematic research by trained social scientists into both the traditional and the changing social, political, religious and economic life of the indigenous inhabitants.

(a) Land and geological surveys have been made during the fiscal year 1949, in the Salpan District (limited chiefly to the island of Salpan), by a team put into the field by the U. S. Geological Survey. The results of this survey are not available as yet. Facilities (personnel, instruments, planes and equipment for photographic mapping) are not available at present for general work of this type.

Demographic studies have been limited to recording of vital statistics, and taking of annual censuses of population by sex and age categories. Collection of more complete data and establishment of more detailed and more precise census files is being planned at present.

Meteorological research is limited to the collection of statistical data for weather forecasting and climatological studies. It is carried out by small aerological units stationed by the U. S. Navy at several points within the Trust Territory.

The major basic study that has been inaugurated in the past year has been the medical survey of the Trust Territory undertaken by the USS WHIDBEY, a vessel, specially fitted out with the most modern equipment as a floating clinic and laboratory, and a staff of medical and dental officers and technicians. The vessel proceeds from island to island, making thorough medical examinations, including chest x-rays, serological and other analyses, of each of the inhabitants. Since her fitting out in the fall of 1946, the WHIDBEY has surveyed about three-fifths of the population of the Marshall Islands, the entire population of the Palau District (including outlying islands) and Rota and Tinian in the Marianas. The plan calls for completion of this medical survey in 1950. The results of these investigations, when completed, will furnish guides for definition of public health policies in the Trust Territory. Since this survey will precisely depict the incidence of such conditions as tuberculosis, leprosy, yaws, (in this instance, the checking local dispensary figures on incidence), helminthic infestations, and the like, it is expected that its results will be of outstanding value in formulating the health program.

(b) In the field of technological research, chief progress is being made in connection with control of certain biologic pests: two species of beetles preying on the coconut palm, (*Brousisia marianae* and *Oryctes rhinoceros*), the Giant African snail, (*Helix aspersa*), and a red coconut scale, (*Purcellia oceanica*). These pests jointly threatened the very heart of Trust Territory economy, both on cash economy and subsistence levels. A series of projects financed by the Office of Naval Research and administered by the Pacific Science Board of the National Research Council, and supported by the Administration of the Trust Territory, has resulted in the successful establishment of two predators of the coconut beetles (two species of *Scolia* wasps, from Malaya and Zanzibar respectively), identification and dissemination of a local predator (*Anabropsis* sp., from the Carolines) of the red scale, a series of projects aimed at finding adequate biologic controls for the Giant African snail. The method of attack on these and related pest control problems has been to bring scientific specialists from United States universities and museums out into the area for such periods as they might be available to make field studies of specific pests, with the Staff Entomologist and Plant Quarantine officers, and an Assistant Staff Entomologist, maintaining a continuous check on conditions, establishment of predators and incidence of pests.

Mention must be made of the valuable contributions in this connection that have been made by a special advisory committee, the Insect Control Committee for Micronesia (ICCM), a group of experts on biological control organized by the Pacific Science Board. The staff entomological and plant quarantine personnel, in addition to their function in the programs, also watch for the appearance of new varieties of economic pests, and prevent introductions of harmful species from other regions.

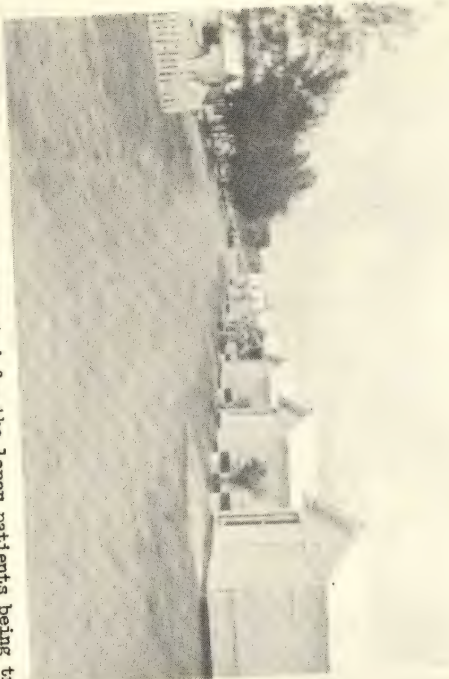
Another pest-control study just undertaken involves an investigation of the rears, ecology, and control techniques of rats in the area. This study is being provided by present time by an eminent American zoologist, funds for the work being provided by the Office of Naval Research and administrative assistance by the Pacific Science Board.

Medical research undertaken thus far relates primarily to the fact-finding survey of the health condition of the indigenous population described under paragraph (a). Plans are being laid, however, for certain specific research projects particularly in connection with the treatment of leprosy, at the Trust Territory Leprosarium on Tinian.

Research in the realm of agriculture is in the planning stage at present. It is to be carried out under the aegis of the Trust Territory Agricultural Demonstration Station at Ponape now being rehabilitated, and recognized as one of the major agricultural research resources of the Territory. Selection and adaptation of more productive subsisting plants, saleable crops, and forest species, will be the main goal of this research program.

(c) The Navy-sponsored program of anthropological research "Coordinated Investigations in Micronesian Anthropology", (CIWA) was brought to a close in fiscal year 1949, when the last of the CIWA investigators concluded his field study. Meanwhile, the first results, the form of final reports of various of the investigators, have been received. In addition, those received contain a wealth of information useful to the administrator. In addition, two anthropological projects, one linguistic and the other in the field of social anthropology, are included in the SIM program described above.

(d) While no department of anthropology, as such, is maintained by the Territorial Administration, a professional anthropologist is assigned to the staff, as head of the Social and Scientific Affairs Division, and three anthropologically-trained men, assigned as "anthropological field consultants", have as their primary function sociological fact finding. It is planned to gradually increase the number of these positions so that one may be permanently assigned to each administrative district.

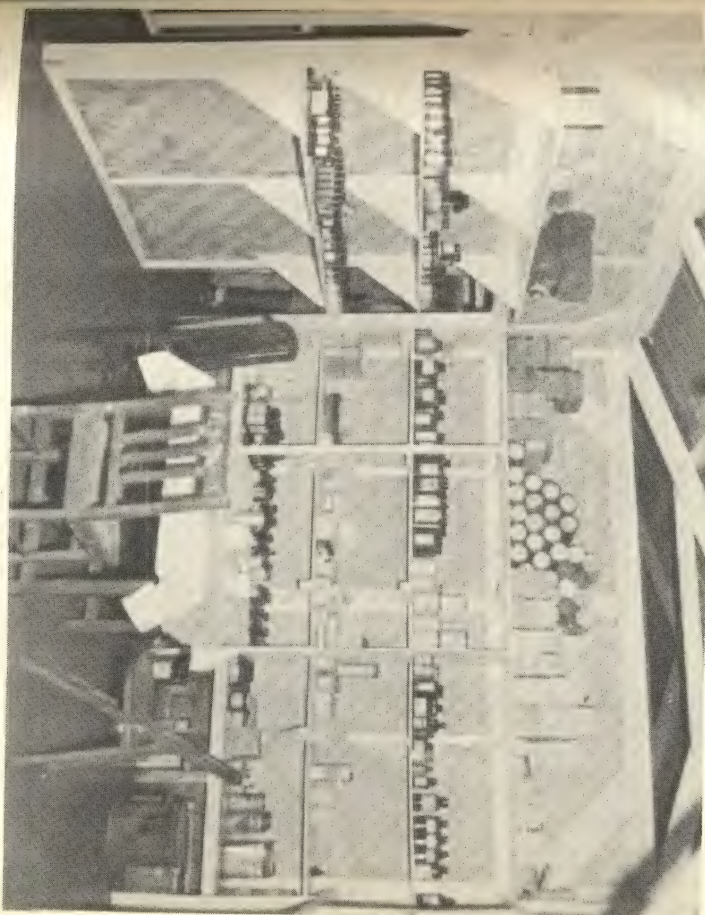


Street view showing typical houses erected for the leper patients being treated at the Trust Territory of the Pacific Islands Leprosarium, Tinian, Mariana Islands.

K. SUGGESTIONS AND RECOMMENDATIONS

246. What has been done to implement the suggestions and recommendations of the Trusteeship Council and the General Assembly?

No recommendations have been received from the Trusteeship Council or the General Assembly for the year under review.



View of Dispensary at Kusaie. Dr. Arabati Hickling, a fully qualified Medical Practitioner, in charge.

L. SUMMARY AND CONCLUSION

247. A short resume summing up the principal events and achievements in the year in relation to the basic objectives of the Trusteeship System as stated in the United Nations Charter. In this section, the Administering Authority should give its own assessment or progress made in the economic, political, social and educational fields, specifying the outstanding problems and targets for the future.

Give an appreciation of the state of public opinion in the Territory with special reference to the reaction to local events and world events.

The year, June 1948 to July 1949, may be regarded as a period of consolidation in Civil Administration. As 1947 marked the change, by proclamation, from Military Government to Civil Administration, the year following developed the administrative transition. Officers trained in military government were replaced by personnel specifically prepared for Civil Administration; civilian specialist positions were planned and social, economic, educational and political programs were broadened and budgeted for on a long term basis to meet the eventual requirements of the Territory and its people. July 1948 found the administration no longer encumbered with the details of rehabilitation, repatriation, and necessity for justifying its position to the native people. It was free to develop plans for the future based on sound evaluations of the needs of the several communities and framed within known limits of governmental ability. The result has been satisfactory but not always measurable by visible progress by program or by approach toward ultimate objectives. The year has rather provided a firm foundation from which progress may be measured in the future.

Noteworthy events of the year are briefly enumerated as follows:

- (a) Political Advancement:
 - (1) Preliminary steps were taken by the Marshallese people to establish representative legislative advisory bodies for the Marshall Islands.
 - (2) Chief Justice of the Trust Territory was appointed by the Secretary of the Navy, to whom he is directly responsible.
 - (3) Court system was revised to provide for a District Court with broad original jurisdiction, including power to adjudicate land titles.
 - (4) All import duties into the Trust Territory were cancelled.
 - (5) Thirty-nine castaways were given aid and returned to their home in the Netherlands East Indies.
 - (6) A legal officer was added to the Staff and was appointed to fill the functions of Attorney General.
 - (7) A legislative advisory committee was organized to study and make recommendations with regard to legislation and policy matters. This committee is intended to be the nucleus from which will evolve an independent territorial legislature.
- (b) Economic Advancement:
 - (1) On January 20, 1949 the waters of the Trust Territory were open to commercial fishing by outside interests under regulations promulgated by the Deputy High Commissioner.
 - (2) Two agriculturists for development of local agriculture were added to the Staff.
 - (3) Pure and cross-bred Brahms cattle were imported to Pohnpe and Saipan to improve local beef strains.
 - (4) Extensive importation of coconut seed into the Northern Marianas from Pohnpe and Ragan Islands.
 - (5) A comprehensive exhibit of handicraft was shown at the annual convention of American Industrial Arts Association (N.E.A.), at St. Louis, Missouri.
- (c) Social and Scientific Advancement:
 - (1) The work of the Coordinated Investigation of Micronesian Anthropology (CIME) program was completed in the Territory at the end of January 1949. Valuable reports of this work are being collected for the Trust Territory library as they are published.

(c) Social Advancement: (Cont'd)

- (2) The Trust Territory reference library was established as part of the function of the Deputy High Commissioner and a trained librarian has been employed to organize and maintain its operation.
 - (3) Two additional specialists trained in anthropological research were added for field research and as consultants.
 - (4) A trained conservationist was added to the Staff.
 - (5) A project of scientific investigation sponsored by the Pacific Science Board and financed by the Office of Naval Research was organized. The investigation began to enter the Territory toward the end of the fiscal year. Under the title Scientific Investigation of Micronesia (SIM) this program includes research in the fields of anthropology, botany, entomology, geography, medicine and nutrition, and zoology.
 - (6) A Medical Officer specially trained in the treatment of leprosy was assigned to the Trust Territory Leprosarium at Finian.
 - (7) The USS WHIDBEY, equipped as a medical and dental laboratory and research clinic commenced operation in August 1948.
- (d) Educational Advancement:
- (1) The first fully trained "Medical Assistant", native of the Trust Territory (Marshall Islands), was graduated from the School of Medical Assistants.
 - (2) Four fully trained nurses, natives of the Trust Territory were graduated from the Nurses Training School and returned to their home islands for duty.
 - (3) Permanent school buildings were completed on Koror, Yap and Pohnpe.
 - (4) The teaching staff at the Pacific Islands Teacher Training School has been augmented and the curriculum broadened to include the following: Oral Expression, Geography and History of Micronesia, Art, Agriculture, Introduction to Teaching, School business and activities, Practice Teaching.
 - (5) A publications officer has been added to the Staff for the purpose of preparing text materials adapted to the local needs.

To obtain an accurate view of public opinion of the inhabitants of the Trust Territory is extremely difficult. The various racial and linguistic groups are quite distinct and the interests of each are largely self-centered. Through decades of subjugation to their own rulers or to supervisors placed over them by successive foreign governments the Islanders have become most reluctant to express any views other than those which they feel the persons talking with them wish to hear. To overcome this reluctance is a slow process and implies engaging the full confidence of the native people. Superficially, the attitude of these people is one of cheerful acquiescence and cooperation. The Yapese exhibit a keen desire not to have their ways disturbed by more than is necessary; nevertheless, many of them are interested in learning English and in acquiring education generally. All major groups appear to appreciate the medical services provided by the Administration, have cooperated voluntarily in developing better educational facilities, and are grateful for such means of travel as could be made available as well as for the freedom to use them.

Within the limitations stated above it is believed that the people of the Trust Territory and particularly those of the more populated areas are becoming increasingly aware of the necessity to raise their cultural standards in order to compete on equal terms with anticipated impacts of western civilization. They are, in many instances, anxious to solve their own local transportation and trade problems; their support of the educational and medical programs is universal but withal in most areas they cling to their older social organizations and sanctions and in many cases they resent the cultural changes inherent to their acceptance of western ways. These changes and problems have never been forced upon the people but have developed from the people themselves in response to the educational and training programs offered them.

The manifestations noted in the preceding paragraph are regarded as normal reactions to progress and acculturation by an intelligent and basically sound people. It is expected that time, together with an understanding administration, will resolve their problems to produce a society that is economically and socially stable.

STATISTICAL SUPPLEMENT

I. POPULATION

These Statistics Cover Permanent Residents Only

A. The dynamics of the past population growth and present numbers.

(1) Trust Territory Overall Population:

Nationality	1947 (1)			:	1948 (2)			:	1949 (3)		
	Males	Females	Total		Males	Females	Total		Males	Females	Total
American (4)	16	15	31	:	14	14	28	:	25	11	36
Native	24308	23015	47323	:	26050	25189	51239	:	27303	26143	53446
Other (5)	55	25	80	:	121	87	208	:	402	33	435
Grand Total	24379	23055	47434	:	26185	25290	51475	:	27730	26187	53917

(1) Figures for 1947 are based on incomplete field reports and on best estimates where required.

(2) Figures for 1948 are based on fairly accurate field reports.

(3) Figures for 1949 based on census reports believed to be accurate.

(4) "Americans" exclusive of Administration or Military personnel.

(5) Includes 357 Japanese laborers on Angaur.

(2) Trust Territory Native Population

Race	1947				1948				1949		
	Males	Females	Total		Males	Females	Total		Males	Females	Total
Chamorro	2026	1937	3963	:	2400	2350	4750	:	2526	2446	4972
Carolinian	18182	17335	35517	:	18266	17728	35994	:	18901	17975	36876
Marshallese	4100	3743	7843	:	5384	5111	10495	:	5473	5329	10802
Polynesian									403	393	796
Grand Total	24308	23015	47323	:	26050	25189	51239	:	27303	26143	53446

Note: Figures for 1947 are based on incomplete field reports and on best estimates where required.

Figures for 1948 are based on fairly accurate field reports.

B. Birth and Mortality Rates, etc.

(1) Birth and death rates:

(a) Births - 32.7 per thousand of population.

(b) Deaths - 11.8 per thousand of population.

(c) Infant Mortality:

Accurate records of infant mortality are difficult to assemble, particularly on the remote islands. A sample based on reports from the Palau Islands (proper) the Saipan District, and Truk, indicates an annual death rate among infants up to five years of age of 2.8 per thousand population. This figure is probably abnormally high, because it includes a series of infant deaths of an epidemic-like infection which occurred during the past year.

(2) Mean expectation of life:

(a) Males (Estimated) 50-55.

(b) Females (Estimated) 53-55.

(3) Prospects of population growth:

Extremely good, since the birth rate is nearly three times the death rate.

C. Population Distribution by Occupations and Educational Levels.

Statistics not available.

Only a small percentage of the population has received any formal education in either Japanese or English. Production of copra, trochus and handicraft and subsistence agriculture and fishing are the main occupational pursuits. Less than 5% of the population is engaged in other activities such as administrative and professional work or employment by the Administering Authority.

D. Population Density and Distribution.

The most accurate picture of distribution of population, from the demographic point of view, is to be found in a breakdown by islands and atolls. It will be noted that there is a significant overall difference in density between the "high" and the "low" islands. The following table gives populations both by districts and by islands or atolls.

District	Population	Area (Sq. mile dry land)	Density per Sq. mile
Saipan District			
Saipan	4,771	47.46	100.5
Thilen	352	39.29	8.9
Rota	665	32.90	20.2
Alamagan	136	4.35	31.2
Agrihan	147	18.29	8.0
District Total	6,071	142.30	42.7 (average)
Pala District			
Pala Islands (group)	6,528	189.00	34.6
Yap Islands (group)	2,686	38.67	69.7
Uthi Atoll	421	1.80	233.9
Ngulu Atoll	53	1.17	371.8
Fais Island	225	1.08	208.3
Sorol Atoll	10	.36	27.8
Bauripik Atoll	140	.09	1,555.5
Italik Atoll	220	.57	385.9
Faraukep Atoll	124	.16	775.0
Lamotrek Atoll	142	.38	373.7
Satamal Atoll	201	.51	394.1
Elato Atoll	48	.20	240.0
Woleai Atoll	598	1.75	341.7
Merir	11	.35	31.4
Pulo Anne	16	.31	51.3
District Total	11,839	234.74	50.3 (average)
Ponape District			
Ponape Island	5,993	129.04	46.4
Kusaie Island	1,775	42.32	41.9
Mokil Atoll	355	.48	739.6
Pingelap Atoll	657	.68	966.2
Ngatik Atoll	222	.67	331.3
Mukuro Atoll	273	.64	426.6
Kapingemarang Atoll	540	.52	1,038.4
District Total	9,798	174.35	56.2 (average)

District

Truk District

Population	Area (Sq. mile dry land)	Density per Sq. mile
Truk Atoll		
9,625	37.00	260.1
244	.73	334.3
Etal Atoll		
804	1.09	728.4
Lohnor Atoll		
705	.39	1,807.7
Loap Atoll		
227	.32	709.4
Marelik Atoll		
1,264	1.76	718.2
Sataven Atoll		
525	.29	1,810.3
Masa Island		
258	.50	516.0
Murilo Atoll		
259	.72	359.7
Komwin Atoll		
392	1.71	229.2
Mamouto Atoll		
190	.38	500.0
Pulap Atoll		
259	1.31	197.7
Puluwat Atoll		
205	1.08	189.8
Puluwak Island		
205	1.08	189.8
District Total	14,976	315.9 (average)
Marshall District		
Ailinglapalap		
720	5.67	127.0
Alik Atoll		
391	2.07	188.9
Arno Atoll		
1,068	5.00	213.6
Am Atoll		
422	2.17	194.5
Ebon Atoll		
751	2.22	438.3
Jaint Atoll		
969	4.38	221.2
Kili Island		
184	.36	511.1
Kwajalein Atoll		
1,058	6.33	167.1
Lae Atoll		
138	.56	246.4
Lik Island		
88	.36	244.4
Likiep Atoll		
682	3.96	272.2
Maloelep Atoll		
459	3.79	121.1
Majuro Atoll		
1,479	3.54	417.8
Mjit Island		
372	.72	516.7
Mile Atoll		
294	6.15	47.8
Memorik Atoll		
438	1.07	409.4
Namu Atoll		
341	2.42	140.9
Rongelap Atoll		
95	3.07	30.9
Ujae Atoll		
243	.72	337.5
Ujaelap Atoll		
148	.67	220.9
Uterik Atoll		
160	.94	170.2
Uto Atoll		
31	1.67	18.6
District Total	271	85.8 (average)
District Total	10,802	177.0
TOTAL *	53,446	81.2

* See answer to Question 85.

II. ADMINISTRATIVE STRUCTURE OF GOVERNMENT

Office of the Deputy High Commissioner

Position	Civilian (Rate)	Officer (Rank)	Race (White)	Male	Sex Female
Deputy High Commissioner					
Aide		RADM	X	X	
Secretary to Deputy High Commissioner	CAF-4		X	X	
Chief of Staff		CAPT	X	X	X

Position	Civilian (Rate)	Officer (Rank)	Race (White)	Male	Sex Female
Administration Division					
Senior Division Head		CDR	X	X	
Legal Officer		ICDR	X	X	
Flag Officer		ENS	X	X	
Personnel Officer		LT	X	X	
Clerk-Stenographer	CAF-4		X	X	
Clerk-Stenographer	CAF-4		X	X	
Librarian	CAF-4		X	X	
Field, Social & Scientific Division					
Field, Social & Scientific Officer		LCDR	X	X	
Economics Division					
Economics Officer	P-6	LT	X	X	
Conservationist	P-4		X	X	
Agriculturalist	P-4		X	X	
Entomologist	CAF-4		X	X	
Asst. Entomologist	CAF-11		X	X	
Fishing Commissioner	P-4		X	X	
Quarantine Officer					
Political Affairs Division					
Political Affairs Officer		LCDR	X	X	
Public Health Division					
Public Health Officer		CAPT	X	X	
Dental Officer		CAFT	X	X	
Education Division					
Education Officer		LCDR	X	X	
Secretary to Education	CAF-4		X	X	
Officer	P-4	LTJG	X	X	
Asst. Education Officer					
Publications Officer					
Finance & Supply Division					
Supply Officer	CAF-10	LCDR	X	X	
Fiscal					
Island Trading Company					
President		CDR	X	X	
Comptroller & Treasurer		LT	X	X	
Warehouse Manager		LCDR	X	X	
Assistant Manager	CAF-12		X	X	
Vice President	CAF-9		X	X	
Trade Specialist	CAF-4		X	X	
Clerk-Stenographer	CAF-4		X	X	
Clerk-Stenographer					
Office of the Governor					
Governor, Eastern Carolines		CDR	X	X	
Governor, Western Carolines		CDR	X	X	
Governor, Marshalls		CAFT	X	X	
Governor, Northern Marianas		CAFT	X	X	

Position	Civilian (Rate)	Officer (Rank)	Race (White)	Male	Sex Female
Office of the Civil Administrator, Truk					
Civil Administrator		LCDR	X	X	
Deputy Civil Administrator		LT	X	X	
Native Affairs Officer		LT	X	X	
Anthropologist	P-3		X	X	
Anthropological Field Consultant	CAF-4		X	X	
Economics Officer		ENS	X	X	
Education Officer					
Principal, Pacific Islands Teacher Training School	CAF-7		X	X	
General Instructor	CAF-5				
General Instructor	CAF-3				
Instructor's Aide	\$2,400 yr.				
"	1,950 "		X	X	
"	1,824 "		X	X	
"	1,824 "		X	X	
"	1,824 "		X	X	
"	1,824 "		X	X	
Public Works Officer					
Operations Officer		LTJG	X	X	
Supply Officer		LT	X	X	
Public Health Officer		LTJG	X	X	
Office of the Civil Administrator, Saipan					
Civil Administrator		CDR	X	X	
Deputy Civil Administrator		LCDR	X	X	
Native Affairs Officer		LT	X	X	
Economics Officer		LT	X	X	
Agriculturalist (Rota)	CAF-10		X	X	
Educational Administrator	CAF-8		X	X	
General Instructor	\$3,150 yr.		X	X	
"	3,150 "		X	X	
"	2,900 "		X	X	
"	2,649 "		X	X	
"	2,400 "		X	X	
"	1,950 "		X	X	
Instructor's Aide					
Public Works Officer		LTJG	X	X	
Operations Officer		LT	X	X	
Supply Officer		LT	X	X	
Public Health Officer		LTJG	X	X	
Office of the Civil Administrator, Palau					
Civil Administrator		CDR	X	X	
Deputy Civil Administrator		LCDR	X	X	
Native Affairs Officer		LTJG	X	X	
Anthropological Field Consultant	CAF-4		X	X	
Economics Officer					
Special Asst. Commerce, Industry & Agriculture	\$2,400 yr.	LTJG	X	X	
Public Works Officer		LT	X	X	
Operations Officer		LT	X	X	
General Instructor (Koror)	3,399 yr.		X	X	
Educational Administrator, Yap	CAF-5		X	X	

Position	Civilian (Rate)	Officer (Rank)	Race (White)	Sex Male	Sex Female
Instructor (Tep)	\$3,150 yr.	LTJG	X	X	X
Supply Officer		LTJG	X	X	
Public Health Officer					
<u>Office of the Civil Administrator, Marshall Islands</u>					
Civil Administrator		CDR	X	X	
Deputy Civil Administrator		LT	X	X	
Civil Administration					
Representative (Kwajalein)		LCDR	X	X	
Native Affairs Officer		LTJG	X	X	
Economics Officer		ENS	X	X	
Educational Administrator	CAF-9		X	X	
General Instructor	CAF-5		X	X	
Instructor's Aide	\$2,400 yr.		X	X	
Public Works Officer		LT	X	X	
Medical Officer		LTJG	X	X	
Supply Officer, Island		LT	X	X	
Trading Co. (Kwajalein)		LCDR	X	X	
Asst. Supply Officer, Is-					
land Trading Co. (Kwajalein)		LTJG	X	X	
<u>Office of the Civil Administrator, Ponape</u>					
Civil Administrator		LCDR	X	X	
Deputy Civil Administrator		LT	X	X	
Native Affairs Officer		LT	X	X	
Economics Officer					
Agricultural Extension	P-4		X	X	
Agent					
Plantation Manager	CAF-10				
(Metallam)					
Educational Officer		LTJG	X	X	
Educational Administrator	CAF-5		X	X	
General Instructor	CAF-5		X	X	
Public Works Officer		LTJG	X	X	
Operations Officer		LT	X	X	
Supply Officer, Island		LT	X	X	
Trading Co.		LTJG	X	X	
Dispensing Officer		LTJG	X	X	
Public Health Officer					

III. JUSTICE AND PENAL ADMINISTRATION

A. Principal Offenses		Number of Cases	Penalty Imposed
<u>Major Offenses</u>			
Murder, 2nd degree		1*	10 years
"		1	Life
Mayhem		1	10 years
Voluntary Manslaughter		1	3 years
"		1	10 years
Voluntary Manslaughter and Perjury		1	15 years
Involuntary Manslaughter		1	3 years
Rape		1	10 years
Grand Larceny		1	6 months
"		1	8 months
"		1	1 year and \$100 fine
"		1	3 years
"		1	3 years and \$300 fine
Grand Larceny and Burglary		1	6 years
Grand Larceny, Drunken and Dis-		1	6 months
orderly Conduct, and Malicious		1	6 months and \$100 fine
Mischief		1	9 months and \$50 fine
Aggravated Assault		1	1 year
"		1	6 months
"		3	
Larceny from a Dwelling			
<u>Common Minor Offenses</u>			
Drunken and Disorderly Conduct and/or		108	1 day to 3 months; fines \$5 to \$100
Disturbing Peace			
Fighting (Affray)		84	2 days to 45 days; fines \$15 to \$20
Adultery		64	10 days to 6 months**; fines \$5 to \$40; flogging (1)***
Assault and Battery		50	5 days to 6 months; fines \$5 to \$100
Petit Larceny		47	10 days to 6 months**; fines \$10 to \$100.
Fishing with Explosives		37	15 days to 3 months; Fine \$25.

In addition to the above, there were 679 traffic cases, 145 cases of entering restricted area by non-indigenous personnel.

* Pending at beginning of year.
 ** One sentence of 8 months was imposed for the combined offenses of Adultery and Petit Larceny.
 ***Imposed by community court, reportedly in accordance with native custom. The practice was ordered discontinued and no further cases have been reported.

B. Number of Persons Committed, by Prisons, etc.

Ponape Jail	Ponapean males committed, 29; females, 2; total, 31; all indigenous inhabitants of the Territory. Average number of inmates, males, 18; female, 1; 1 solitary cell, 2 male wards, 1 cell for females. Cubic feet per prisoner during hours of sleep, 615.
-------------	---

Truk Jail

Trukese males committed, 124; females, 11; total 135; all indigenous inhabitants of the Territory. Average number of inmates, males, 8; female, 1; for males, 3 cells, 1 ward; (female prisoners in private cell). Cubic feet per prisoner during hours of sleep, 850.

Marshall Islands Jail

Marshallese males committed, 9; female, 0; total 9; all indigenous inhabitants of the Territory. Average number of inmates, males, 0; female, 0; Three cells. Cubic feet per prisoner during hours of sleep, 288.

Palau Jail

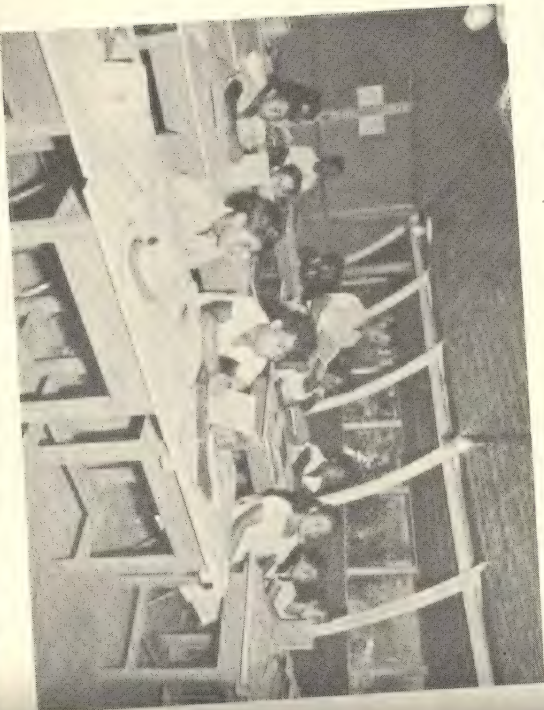
Palauan males committed, 63; females, 2; total 65. All indigenous inhabitants of the Territory. Average number of inmates, males, 12; female, 0; 2 cells, 2 wards. Cubic feet per prisoner during hours of sleep, 800.

Saipen Jail

Chamorro males committed, 416; females, 3; Carolinian males, 321; Carolinian females, 16; Philippine males, 13; American males, 52; total 821. Average number of inmates, males, 18; female, 1; 18 cells male, 1 cell female separate. Cubic feet per prisoner during hours of sleep, 320; cells have open mesh partitions and are in tropic type buildings.

C. Dietary scale for prisoners.

Dietary scale for all Civil Administration jail prisoners is 2500-3000 calories or more per day. Prisoners in the Saipan jail receive the diet served in the Civil Administration Dispensary mess. Prisoners in the Marshall Islands jail receive the same diet as native Civil Administration Unit employees. At other Civil Administration jails to prisoners are allowed to have native food contributed by their families and friends to supplement that provided by Civil Administration. Local foods are used as far as practicable, imported foods to the extent necessary to maintain the above minimum.



Elementary school on Ponape, Eastern Caroline Islands, in session. Clemente, Caroline Islands, supervising.

A. Fiscal Years 1948 and 1949

(1) Locally-derived revenues:

	Receipts	
	1948	1949
Internal Revenue Tax	\$ 26,698.32	\$ 44,525.27
Rent of Land and Facilities	1,538.89	530.88
Import Tax	12,524.18	3,340.76
Alien Property Fund	767.22	76,396.78
Processing Tax (Island Trading Co.)	119,907.97	104,292.66
Processing Tax (All Civil Administration Units)	135.00	
Fines	965.00	17,192.00
Miscellaneous Collections	37.00	4,974.74
Dividends (Island Trading Co.)		100,000.00
Royalties		5,663.68
Service Charges		4,099.67
Medical and Dental Fees		5,342.65
Miscellaneous Sales		1,592.55
Total	\$162,573.58	\$567,951.64

Expenditures

General Administration	115.00	11,615.91
Legal and Public Safety		2,009.58
Public Education		175,723.48
Commerce, Industry and Agriculture	2,886.77	33,146.45
Medical Care, Public Health and Sanitation		34,636.33
Public Works and Transportation		10,764.10
Total	\$ 3,001.77	\$267,897.86

(2) Appropriated Funds:

Allotted: Fiscal year 1948 - \$1,021,656.00
Fiscal year 1949 - \$1,125,000.00

Expenditures

General Administration	127,876.24	150,757.02
Legal and Public Safety	76,637.92	108,044.67
Public Education	147,777.00	161,582.93
Commerce, Industry and Agriculture	70,577.64	105,677.44
Medical Care, Public Health and Sanitation	219,262.02	348,514.98
Public Works and Transportation	174,383.66	230,705.81
Obligations various programs (est.)	153,006.41*	
	\$968,519.89	\$1,115,282.85

*The item of \$153,006.41 listed under expenditures for fiscal year 1948 covers estimated obligations incurred for purchase of supplies and materials for the various programs. The obligations for the fiscal year 1949, estimated as amounting to \$164,438.02, are included in the fiscal 1949 expenditure figures.

B. Fiscal Year 1950

(1) Estimate of locally-derived revenues:

<u>RECEIPTS</u>	
Brought forward from fiscal year 1949	\$305,000.00*
Internal Revenue	40,000.00
Royalties	5,000.00
Processing Tax	90,000.00
Rental	2,000.00
Fines	15,000.00
Alien Property Sales	135,000.00
Medical and Dental Fees	5,000.00
Service Charges	4,000.00
Miscellaneous Receipts	<u>4,000.00</u>
Total	\$605,000.00

<u>EXPENDITURES</u>	
General Administration	\$ 88,980.00
Legal and Public Safety	24,220.00
Public Education	206,080.00
Commerce, Industry and Agriculture	41,180.00
Medical Care, Public Health & Sanitation	49,540.00
Public Works and Transportation	<u>195,000.00</u>
Total	\$605,000.00

* The following information is furnished relative to the amount brought forward from fiscal year 1949:

Balance on hand 1 July 1948	\$159,571.81
Cash receipts fiscal 1949	<u>367,951.64</u>
Total	\$527,951.64

Disbursements fiscal 1949

Balance on deposit in Naval Working Fund against which there are accumulated charges not as yet reported

= 58,272.42

Balance on deposit in bank

\$201,353.18

Refund due from Naval Working Fund (Est.)

104,000.00

Brought forward from fiscal year 1949

\$305,353.18

(2) Estimate of Appropriated Funds:

Allotted - \$795,000.00

<u>EXPENDITURES</u>	
General Administration	\$ 72,240.00
Legal and Public Safety	117,410.00
Public Education	252,595.00
Commerce, Industry and Agriculture	97,505.00
Medical Care, Public Health & Sanitation	<u>255,250.00</u>
Total	\$795,000.00

The estimated expenditures for Public Education includes \$167,000.00, which is to be paid to the Government of Guam toward Trust Territory's share of the cost of the School of Medical Assistants, School of Dental Assistants, and School of Nursing.

V. TAXATION

A. Municipal

There are 116 municipal governments in the Trust Territory; consequently, no uniform schedule of municipal taxes is applied except for a two-dollar per year head tax, payable by each male resident between the ages of 18 and 60 inclusive. Each municipality collects and expends this tax. To supplement funds from this source, it levies, collects and expends other taxes. There are no territory-wide direct taxes except the head tax.



Navy Dispensary at Koror, Palau Islands.

VI. TRADE

A. Total Volume of Trade

(1) Imports and re-exports of Bullion and Specie.

(a) There were no imports or exports of bullion during fiscal year 1949.
(b) Currency Imports and Exports of the Territory:

1948 (fiscal)	\$88,300.00	\$ 99,940.00 (Jan. to June 1948 only)
1949 (fiscal)	\$16,950.00	\$384,436.35

The above figures represent Island Trading Company's operations only; most imports of currency are made through military agents and are not reported here.

(2) Imports

Trade imports only: foodstuffs, hardware, carpentering tools, fishing gear, cloth, etc.

1948 - \$731,870.01	Island Trading Company only, Cost value
1949 - 712,253.17	Island Trading Company only, Cost value
100,000.00	(Est.) Mail Order Concerns
300,000.00	(Est.) Other Imports
\$1,112,253.17	

(3) Re-exports of Trade Goods

1948 - \$83,657.00	(From Jan. to June 1948)
1949 - \$84,440.25	(From July 1948 to June 1949)

Re-exports represent value of non-saleable goods returned to Island Trading Company Warehouse, Guam, M. I.

(4) Phosphate

1948 - 148,000 long tons	- \$1,480,000.00
1949 - 120,249 long tons*	- \$1,202,490.00

*Information supplied from Port of Entry.

B. Imports of Principal Commodities

Same as A. (2) above. Of the \$712,253.17 imported by the Island Trading Company, \$199,307.39 represents purchase from Japan. The estimated total of \$100,000.00 (purchases by wholesalers and retailers from Mail Order houses) is from the United States.

Exports of Principal Commodities.

	1948	1949	1949 Per cent to Japan U. S.
Copra	\$ 739,967.12	\$ 757,428.33	27
Handicraft	115,657.20	87,951.61	73
Trochus	37,533.62	69,057.86	100**
Others*	1,351.00	32,921.87	100
Phosphate	1,480,000.00	1,202,490.00	100#

* Others include charcoal, fruits, vegetable, salted fish, trepang, coconut oil, tortoise shell, mangrove bark.

** 57% sold on Guam, 43% to Hawaii and the United States.

***98% sold on Guam, 2% to the United States.

Phosphate estimated value of \$10.00 per ton. A severance fee of 25¢ per ton accrues to affected indigenous inhabitants.

Re-export and Transit Trade Duties.

None.

Tariff Schedule Covering Imports and Exports.

There are no tariffs effective on imports and exports. See answers to questions 66 and 70.

VII. ENTERPRISES AND BUSINESS ORGANIZATIONS

1. Number of incorporated industrial and trading establishments and enterprises in urban and rural areas.

Six.

2. Number of cooperative societies, credit unions (consumers, agricultural, trading, dairy, credit, housing, other) and their membership.

None. See answer to question 168.

There are no credit unions in the Trust Territory. Many phases of the economic and social life show cooperation, such as in the matter of raising capital, informal gatherings to make copra, and in the purchasing of village boats. These operations do not conform to the definition of cooperatives, nor do the people consider them as such.

VIII. HOUSING

1. Number of dwellings (in hundreds) and number of persons per room in urban areas.

There are no urban areas.

2. Number of dwellings commenced and completed during the year.

Saipan District	73
Palau District	170* (approx.)
Truk District	50 (approx.)
Ponape District	75 (approx.)
Marshalls District	65**
Total	433

* Includes about 120 houses built in restoration of typhoon damage, from typhoons in fall of 1947.

** Includes 35 houses built on Kili.

C. Number of public structures (Council houses, municipal schools, churches, men's houses, etc.) built during the year:

Salpan District	16
Palau District	25
Truk District	3
Ponape District	3
Marshall District	20
Total	67

IX. PRODUCTION

A. Agriculture

(1) Acreage devoted to principal crops, etc.

No figures are available which would reflect the amount of acreage devoted to principal crops or to the total production of each crop by quantity or value. The difficulty in obtaining figures is due to the fact that the natives of the Trust Territory, outside the Salpan District, indulge principally in subsistence agriculture. There is a 950 acre farm on Tinian and a 2700 acre plantation on Ponape being operated by the Administering Authority. In the rest of the Territory, there are few real farms.

For copra production see section C below.

(2) Number of livestock by principal categories - 1949 estimates.

	E. Carolines	W. Carolines	Marshall	N. Marianas
Hogs	3,000	200	750	2,500
Cattle	150	100	-	1,000
Carabao	75	-	-	200
Goats	450	125	-	5,000
Chickens	6,500	5,500	3,000	100
Ducks	125	300	-	-

B. Mines

(1) Principal Minerals Exploited, etc. (1949):

Mineral	Long Tons Mined	Value (Est.)
Phosphate	120,249	\$1,202,490

(2) Number of Mines, etc. (1949):

Number of Mines	Exploited	Number of Workers	Quantity of Mineral Exploited per Worker
1	Phosphate	392*	307
* 357 Japanese Nationals			
35 Angaurese			

C. Industries

(1) Principal Industries by type, number, etc.

There are no industries in the factory sense in the Trust Territory. Economic activity centers around the production of copra, trochus shell, boats, and handicraft articles. It is conducted on an individual basis. No surveys of workers by sex or race have been made, since nearly all of the native people participate in these activities (with the exception of boat building).

Following is a table of principal industries and other production for the fiscal year 1949:

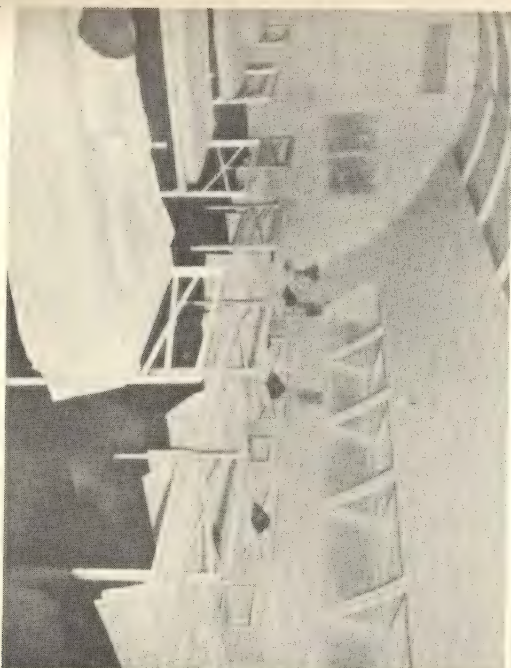
District	Copra Tons	Copra Value	Trochus Shell lbs.	Trochus Shell Value	Fish lbs.	Fish Value	Handicraft Value
Marshall	3,477	\$324,742.58	2,424	\$ 193.92	--	--	\$8,786.09
Truk	1,447	135,153.03	80,860	6,468.89	78,000*	\$31,200*	20,009.40
Ponape	2,599	242,749.39	400,831	32,066.46	36,800*	11,400*	31,393.60
Palau	479	44,783.22	337,036	26,962.91	37,000*	3,700*	15,162.42
Salpan	80	10,000.00	532	42.56	100,000*	18,000*	15,000.00

*Estimated

D. Fisheries

(1) Commercial fishing vessels, fish and shell.

Commercial fishing, to any extent, is not conducted in the Trust Territory. The largest commercial fishing company presently in operation is the Salpan Fishing Association, which has three small vessels. Other persons are licensed to fish but the operations are sporadic and seasonal.



Interior view of Ward "B", Tinian Leprosarium.

X. LABOR

A. Employment

(1) Number of workers employed:

(a) Civil Administration Authority employees (as of June 30, 1949) -

District	Wage Earners	Salaried Workers
Salpan	104	78
Truk	203	177
Ponape	181	74
Marshall Islands	387*	51*
Palau	115	125

*Includes employees of naval activities at Kwajalein.

(b) Professional employees (included in above table)** -

District	Medical	Salaried Administrative
Salpan	81	17
Truk	92	18
Ponape	8	39
Marshall Islands	0	43
Palau	47	26

**For educational employees see Section XIII, pages XXV - XXVIII.

(c) Palau (Angaur)

Phosphate Mining Workers - 392***

***357 Japanese Nationals working on 6-months contract. They receive their wages in Japan. The remaining 35 are indigenous inhabitants of Angaur who are paid according to the scale as shown below, A (3).

(2) Workers employed away from home:

(a) Two hundred and sixty-nine (269) contract laborers are employed away from home and within the district. These employees are hired on a yearly contract with transportation furnished to and from their homes. In addition they are allowed thirty (30) days' leave with pay during each year's employment for a return visit to their homes, and at the expense of the employer.

(b) Two hundred and ten (210) non-contract laborers are employed away from home but within the Civil Administration District. Duration of employment is at the discretion of the worker.

(c) Forty-four (44) laborers are employed away from home and outside the Civil Administration District. Duration of employment does not exceed 11 months.

(3) Average rates of wages:

(a) The following table is applicable to the entire Trust Territory, except Salpan:

Group	Classification	Hour	Week	Month
I	Apprentice	\$.05	\$2.00	\$8.00
II	Labor	.09-.12	3.60-4.80	14.40-19.20
III	Labor, semi-skilled	.13-.16	5.20-6.40	20.80-25.60
IV	Labor, skilled	.165-.175	6.60-7.00	26.40-28.00
V	Supervisors, Clerical			37.50-50.00
VI	Administrative Ass'ts, Accountants			50.00-105.00
	Interpreters			

(b) The following rates apply to Salpan:

Group	Classification	Hour	Week	Month
I	Helper Trainee	\$.185-.30	\$7.40-12.00	\$29.60-48.00
II	Laborers	.37	14.80	59.20
III	Labor, semi-skilled	.44-.48	17.60-19.20	70.40-76.80
IV	Labor, skilled	.52	20.80	83.20
	Storekeepers	.6206	27.25	109.00
V	Snappers	.58		
	Foremen	.72		
	Senior Clerk	.793	31.75	127.00
	Technicians	.59	23.625	94.50
VI	Jr. Administrative Ass't.	.91	36.50	146.00
	Head Agriculturalist	1.00	40.00	160.00
	School Principal	.938	37.50	150.00
	Head Administrative Ass't.	1.119	44.75	179.00

(4) Average hours of work per day and per week:

The normal actual hours of work per day and per week are 8 and 40 respectively. Overtime is not a general practice.

(5) Average earnings per week:

See above tables.

(6) Ration scales in force:

No rations are paid in lieu of money, except that domestics receive subsistence in addition to wages. This subsistence consists of a daily diet including 2500 to 3500 calories.

(7) Number of industrial accidents (fiscal 1949):

(a) Fatal - 1
(b) Non-fatal - 30.

(8) Number of cases of illness or death due to occupational diseases, etc.
None.

(9) Number and duration of industrial disputes, etc.
None. See answer to question 155.

F. Unemployment:

None. See answer to question 163.

XI. COST OF LIVING

The following, list C, of representative items from the Island Trading Company Price Catalog will roughly indicate general price levels in effect throughout the Trust Territory except for the Saipan District. It is not a true index of prices in relation to the cost of living, however, since the bulk of the population relies substantially upon subsistence agriculture and fishing. Generally, except for municipalities close to the Civil Administration Centers, only a small portion of food which makes up the native diet is purchased with money.

A. At Ponape the following prices prevail:

Unit	Price
Bananas	lb. .04
Bread	lb. .25
Deer Meat	lb. .09
Soap (locally produced)	gal. .90
Coconut Oil	lb. .125
Fish	lb. .15
Pork	lb. .25
Sennit (Cord)	lb. .70
	lagoon deep sea

B. At Saipan the following prices are in effect:

Unit	Price
Rice	lb. .15
Flour	lb. .13
Milk	can .25
Sugar	lb. .17
Salmon	can .70
Corned Beef	lb. .75
Meat (fresh)	lb. 1.10
Coffee	lb. .80
Salt	lb. .08
Shortening	lb. .60
Beer	can .20---.25
Soft Drinks	bottle .15---.20
Clothing - average expenditure per person per month	\$4.00

C. Excerpts from Island Trading Company of Micronesia Catalog (June 1949):

In the interest of brevity, the entire catalog of the Island Trading Company has not been made a part of this report. However, the following items chosen at random are representative of price ranges.

Item	Unit	Price to Wholesaler	Price to Retailer	Consumer Ceiling
Axes, Single bit	ea.	\$2.00	\$2.17	\$2.40
Bags, Copra	ea.	.20	.22	.24
Basins, Enamel-24 in.	ea.	.24	.26	.29
Biscuit, 2 lbs.	lb.	.22	.25	.29
Broom, House Common	ea.	1.35	1.46	1.62
Cloth, Cambray	yd.	.27	.29	.32
Cloth, Cheese	yd.	.055	.06	.07
Cigarettes	carton	1.09	1.21	1.36
Hinge, Steel #6	pair	.16	.17	.19
Hooks, Fish, Size 6/o	100	.31	.34	.37
Knife, paring	ea.	.085	.09	.10

Item	Unit	Price to Wholesaler	Price to Retailer	Consumer Ceiling
Knife, Hunting 6 1/2"	ea.	\$2.00	\$2.17	\$2.40
Lead, red	lb.	.18	.20	.22
Machete, 20"	ea.	.65	.71	.78
Milk, Evaporated, 14 1/2 Oz.	can	.16	.17	.19
Nail, boat, Copper 6d	lb.	.64	.69	.77
Nail, Boat, Galvanized 10d	lb.	.17	.18	.20
Needle, Crochet, Size 1-6	ea.	.07	.08	.09
Needle, Sew # 14, 2 3/4"	doz.	.056	.06	.07
Oakum, Marine	lb.	.33	.35	.39
Oil, Linseed	gal.	4.90	5.31	5.87
Polish, Shoe, black, 2 3/4 oz.	can	.085	.09	.10
Sheets, Bleached, 81 x 99	ea.	2.01	2.28	2.62
Shoes, Canvas, Jikatabi	pair	.59	.67	.77
Sugar	lb.	.11	.12	.14
Matches, Wrist	ea.	4.59	5.21	5.98
Seikosha 10 1/2 line, 7 jewel	spool	4.26	4.62	5.10
Wire, Barbed				



Island Trading Company Representative purchasing native handicraft manufactured on the Island of Kapringarangi, Eastern Carolines.

XII. PUBLIC HEALTH

A. Number of Medical Personnel

(1) United States Medical Personnel

Medical Officers (Official Registered Physicians)	14
Dental Officers (Official Registered Dentists), part time	2
Civil Service Dentists (Official Registered Dentists)	5
Medical Service Corps Officers - (Medical Assistants)	6
Medical Assistants and Property	2
Sanitary Inspectors	9
Total	4

Nurse Corps Officers (Additional duty, American female)

Hospital Corps Enlisted (Male)	7
Sanitation Personnel	7
Laboratory Assistants	7
X-Ray Technicians and Assistants	7
Operating Room Assistants	7
Ward Corpsmen	21
Clinic Assistants	7
Total	56

(2) Residents of Micronesia Employed by Trust Territory Medical Department

Non-Official Registered Physicians and Surgeons	0
Medical Practitioners trained at Suva Fiji	1
Medical Practitioners trained by Japanese	6
Dental Practitioners trained by Japanese, Private practice and part time	3
Midwives (Authorized to practice but not licensed to date)	25
Health Aides, Male, Trained (9-12 months training in sanitation and care of sick and injured at Civil Administration Unit Dispensaries followed by supervised field duty)	113
Nurses' Aides, Female, Trained (9-12 months training at Civil Administration Unit Dispensaries followed by supervised field duty)	43
Health Aides, Male, Untrained (less than 9 months training but still undergoing training)	35
Nurses' Aides, Female, Untrained (less than 9 months training but still undergoing training)	45
Health Aides, Dental, Male - Trained	9
Nurses, Graduates School of Nursing, Guam Memorial Hospital	4

B. Hospitals, Dispensaries and Clinics

Guam Memorial Hospital:
(250-bed general hospital for special or difficult cases;
staff, 9 medical officers)

Civil Administration Unit Dispensaries: (50-75 bed general dispensary; staff, 3 medical officers)	5
Civil Administration Unit Sub-Dispensary: (10-25 bed general dispensary; staff, 2 medical officers)	2
Civil Administration Unit Sub-Dispensary: (8 beds for in-patient care; staff, 1 medical practitioner and 2 health aides)	1
Civil Administration Unit Sub-Dispensaries: (No facilities for in-patient care; staffed by health aides and nurse's aides)	87

Logistic Ships carrying medical officers and personnel and serving as Mobile Clinics; visit inhabited islands regularly (Medical personnel are from local Civil Administration Units)

Medical Survey Ship:

(Mobile clinic complete with X-Ray and Laboratory Equipment)
(Staffed with 2 medical officers; 1 dental officer; 1 MSG officer, 12 hospital corps EM technicians)

1

Leper Colony on Tinian:

(Staffed by 1 medical officer, 1 hospital corps officer and 4 hospital corps enlisted men; 4 trained indigenous health aides, 2 nurse's aides; facilities for 100 lepers)

1

C. and D. Hospital and Clinic Staffs and Facilities

Civil Administration Unit Dispensary, Saipan:

Number of Wards	8
Number of beds	75
Number of Medical Officers	3
Number of Medical Service Corps Officers	2
Number of Hospital Corps Enlisted	8
Health Aides (Male)	8
Health Aides (Female)	52
In-patient treatments (Micronesian) Patient days	14,735
Out-patient treatments (Micronesian) Patient visits	11,499
In-patient treatments (American and European)	0
Out-patient treatments (American and European)	0
Number of Visits of Inspection by Administration Qualified Nurse (Indigenous)	12
	1

Civil Administration Unit Dispensary, Koror: (X)

Number of Wards	4
Number of beds	90 (XX)
Number of Medical Officers	3
Number of Medical Service Corps Officers	2
Number of Hospital Corps Enlisted	10
Health Aides (Male)	11
Health Aides (Female)	17
In-Patient Treatments (Micronesian) Patient days	22,644
Out-Patient Treatments (Micronesian) Patient visits	7,354
In-Patient Treatments (American and European)	68
Out-Patient Treatments (American and European)	242
Number of Visits of Inspection by Administration Qualified Nurses (Indigenous)	12
	3

(X) Includes Sub-Dispensary - Yap
(XX) Includes 20-bed Sub-Dispensary - Yap

Civil Administration Unit Dispensary, Truk:

Number of Wards	4
Number of beds	60
Number of Medical Officers	2
Number of Medical Service Corps Officers	2
Number of Hospital Corps Enlisted	10
Health Aides (Male)	66
Nurse's Aides (Female)	2
In-patient treatments (Micronesian) Patient days	6,273
Out-patient treatments (Micronesian) Patient visits	57,095
In-patient treatments (American and European)	36

Out-patient Treatments (American and European)
Number of Visits of Inspection by Administration

Civil Administration Unit Dispensary, Ponsape: (X)

Number of Wards	3
Number of Beds	63 (XX)
Number of Medical Officers	2
Number of Medical Service Corps Officers	2
Number of Hospital Corps Enlisted	10
Health Aides (Male)	26
Nurses Aides (Female)	8
In-patient Treatments (Micronesian) Patient Days	7,184
Out-patient Treatments (Micronesian) Patient Visits	10,886
In-patient Treatments (American and European)	66
Out-patient Treatments (American and European)	286
Number of Visits by Administration on Inspection	12

(X) Includes Sub-Dispensary - Kusale
(XX) Includes 8-bed Ward Sub-Dispensary - Kusale

Civil Administration Unit Dispensary, Majuro (Marshall Islands):

Number of Wards	6 (X)
Number of Beds	80 (X)
Number of Medical Officers	3
Number of Medical Service Corps Officers	2
Number of Hospital Corps Enlisted	10
Health Aides (Male)	46
Nurses Aides (Female)	9
In-patient Treatments (Micronesian) Patient Days	2,337
Out-patient Treatments (Micronesian) Patient Visits	35,115
In-patient Treatments (American and European)	48
Out-patient Treatments (American and European)	240
Number of Visits of Inspection by Administration	9

(X) Includes Civil Administration Unit Sub-Dispensary - Kwajalein

E(1). Disease Statistics. Native Micronesians (In-patient Care)

District	Disease	Number Treated	Number Cured or Arrested	Number Unimproved	Fatalities
Truk	Yaws	176	175	1	0
	Tuberculosis	22	2	20	0
	Intestinal Parasitism	227	0	0	0
	Leprosy	4	0	4	0
	Gonococcus Infection	69	57	12	0
	Fungus Infection Skin	135	125	10	0
	Upper Respiratory Infections	541	533	8	0
	Amebiasis	4	4	0	0
Saipen	Yaws	1	1	0	0
	Tuberculosis	75	8	42	25*
	Intestinal Parasitism	15	10	0	2
	Leprosy	91	0	89	0
	Gonococcus Infection	9	9	0	0
	Fungus Infection Skin	5	5	0	0
	Upper Respiratory Infections	127	125	2	0
	Amebiasis	4	3	1	0

XXII

District	Disease	Number Treated	Number Cured or Arrested	Number Unimproved	Fatalities
----------	---------	----------------	--------------------------	-------------------	------------

Majuro	Yaws	56	56	0	0
	Tuberculosis	5	1	3	1
	Intestinal Parasitism	8	8	0	0
	Leprosy	0	0	0	0
	Gonococcus Infection	52	51	1	0
	Fungus Infection Skin	68	66	2	0
	Upper Respiratory Infections	218	218	0	0
	Amebiasis	0	0	0	0

Ponsape	Yaws	109	109	0	0
	Tuberculosis	36	6	28	2
	Intestinal Parasitism	104	104	0	0
	Leprosy	3	0	3	0
	Gonococcus Infection	15	15	0	0
	Encephalitis (Meningitis, Rosinophilic)	103	103	0	0
	Fungus Infection Skin	109	96	13	0
	Upper Respiratory Infections	261	261	0	0
	Amebiasis	7	7	0	0

Palau	Yaws	67	67	0	0
	Tuberculosis	34	3	30	1
	Intestinal Parasitism	15	15	0	0
	Leprosy	0	0	0	0
	Gonococcus Infection	66	61	5	0
	Fungus Infection	18	18	0	0
	Upper Respiratory Infections	252	248	4	0
	Amebiasis	8	8	0	0

* Primary factor leading to general debility and lack of resistance; actually terminated as broncho-pneumonia.

E(2). Treatments Rendered to Indigenous Inhabitants Classified according to age and sex. *

District	0-8 yrs.	In-Patient 8-16 yrs. over 16 yrs.	0-8 yrs.	Out-Patient ** 8-16 yrs. over 16 yrs.
Marshall Is. (Majuro and Kwajalein)	38	19	212	1,598
Ponsape	140	68	256	3,092
Truk	56	150	192	8,642
Palau (Koror & Yap)	250	104	358	1,526
Saipen	64	56	108	608
				1,164
				2,444

XXIII

FEMALES TREATED

District	0--8 yrs.	In-Patient 8--16 yrs.	over 16 yrs.	0--8 yrs.	Out-Patient ** 8--16 yrs.	over 16 yrs.
Marshall Is. (Majuro and Kwajalein)	25	11	93	2,591	2,486	8,972
Ponape	116	96	228	2,512	2,128	4,828
Truk	156	296	562	7,601	8,123	11,370
Palau (Koror & Yap)	224	82	492	924	1,350	3,910
Saipan	40	52	280	752	1,416	3,244

* This report is based on incomplete returns.

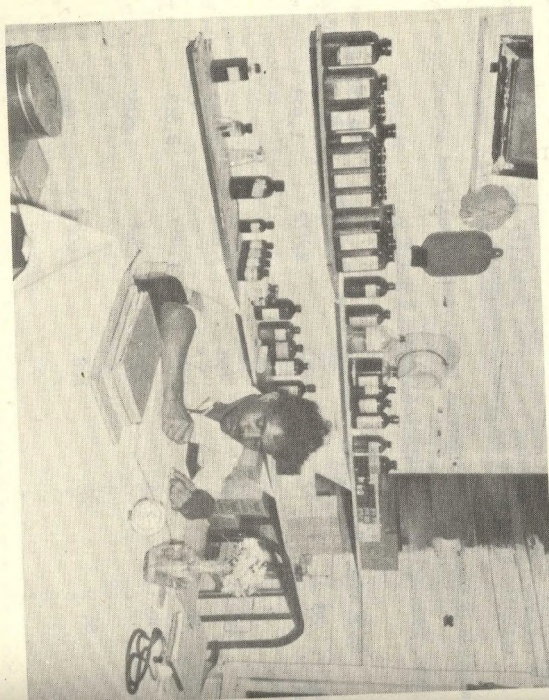
** The reported number of out-patient treatments represents total out-patient visits and not the number of individuals treated. This includes every separate visit to a dispensary or sub-dispensary including professional advice and minor treatments.

F. Number and Nationality of Missionaries Engaged in Medical Work in the Trust Territory

None.

G. Missionary Societies Engaged in Medical Work in the Trust Territory and the Amount of Government Subsidies or Grants-in-Aid.

None.



Dr. Soulik, Health Aide, is shown in the Sub-Dispensary on the Island of Wotho.

XIII. EDUCATION

A. Trust Territory Schools as of March 31, 1949

DISTRICT	MISSIONARY* NON-ASSISTED	PUBLIC ELEMENTARY	PUBLIC INTERMEDIATE	HIGHER PROFESSIONAL	TOTAL
Western Carolines	2	26	2	0	30
Truk	5	41	1	1	48
Northern Marianas	0	5	1	0	6
Marshall Islands	3	38	1	0	42
Ponape	5	17	1	0	23
Guam	0	0	0	3	3
Total	15	127	6	4	152

* All Missionary Schools are encouraged and physically assisted through provision of books on the same per capita basis as public schools.

B. Number of Pupils Enrolled as of March 31, 1949

DISTRICT	AGE**	PUBLIC ELEMENTARY			MISSION ELEMENTARY			TOTAL INTER- MEDIATE	TOTAL HIGHER PROFESSIONAL	ATTENDING UNIVERSITIES ABROAD	TOTAL STUDENTS
		MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL				
Western Carolines	8-16	727	632	1,359	58	38	96	141	41	0	1,637
Truk	8-16	1,136	950	2,086	190	222	412	230	27	0	2,755
Saipan-											
N. Marianas	8-16	575	502	1,077	0	0	0	95	8	2	1,182
Ponape	8-16	739	594	1,333	232	203	435	41	26	0	1,835
Marshalls	8-16	726	555	1,281	95	85	180	46	44	2	1,553
Total		3,903	3,233	7,136	575	548	1,123	553	146	4	8,962

* No further breakdown of figures is available, represents elementary pupils only.

D. Expenditures for Educational Program

1. Educational expenditures for Fiscal Year 1949:

These expenditures constituted 24.3 per cent of total expenditures from U. S. appropriated funds and the Trust Territory Treasury.

2. Educational budget for Fiscal Year 1950:

Breakdown by types of schools and functions excluding Elementary School Teachers' salaries paid from local municipal funds:

Public Elementary and Intermediate Schools	\$195,951.00
Public Advanced (Schools on Guam)	167,154.00
Public Advanced (PIFMS at Truk)	44,188.00
Missionary and Private	None
Administration (including Publications)	28,825.00
Other Expenses	36,632.00

Total \$472,750.00

Breakdown by object items excluding Public Advanced Schools on Guam and Elementary Teachers' salaries paid from local municipal funds:

Personnel, including Indigenous	\$137,774.00
Publications	9,500.00
Supplies and Equipment	11,750.00
Scholarships and Student Subsidence	99,880.00
Subsidies to municipalities to aid in the payment of Elementary Teachers	10,060.00
Other Expenses	36,632.00

Total \$305,596.00

E. Missionaries Engaged in Education Work

District	Number	Nationality	Denomination
Palau	7	7 American 1 Spanish 2 German	8 Catholic 2 Protestant
Truk	13	5 American 7 Spanish 2 German	10 Catholic 4 Protestant
Marshall	4	3 American	2 Catholic 1 Protestant
Ponape	15	3 American 8 Spanish 1 Ponapean 1 Cuban	12 Catholic 1 Protestant
Salipan	0	None	None

C. Number of Teachers

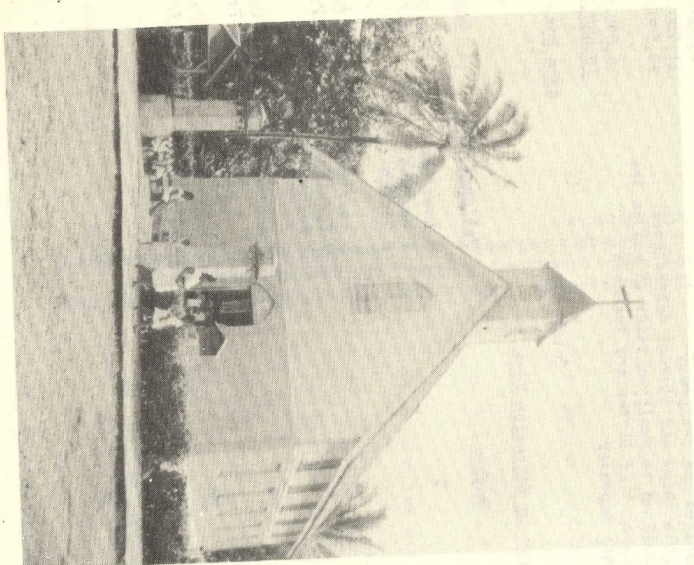
DISTRICT	MALE	FEMALE	PUBLIC NATIVE	MALE	FEMALE	ELMENTARY MISSION*	MALE	FEMALE	INTERMEDIATE NATIVE	MALE	FEMALE	INTERMEDIATE AMERICAN	MALE	FEMALE	HIGHER AMERICAN	MALE	FEMALE	TOTAL NATIVE	MALE	FEMALE	TOTAL AMERICAN
Western Carolines	57	12	6	5	8	4	2	0	1	0	3	1	0	7	0	0	2	49	72	0	8
Truk	38	13	8	0	0	0	0	0	1	0	8	0	0	0	0	0	0	66	47	0	4
N. Marianas	8	7	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	16
Marshall Islands	43	35	0	0	0	0	0	0	2	1	0	0	0	0	0	0	0	0	0	0	17
Ponape	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	72
Guam	181	42	0	0	0	0	6	0	5	0	18	5	0	0	9	10	0	255	0	0	16
Total	42	42	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

* Includes indigenous and non-indigenous teachers. The natives are all of the Micronesian race. All teachers in elementary schools teach elementary English, Arithmetic, Social Studies, Health, Science, Industrial Arts, Vocational Subjects, etc. American teachers offer advanced work in these subjects and special subjects.

F. Missionary Societies Engaged in Education Work

<u>District</u>	<u>Number of Church Schools</u>	<u>Total Number of Students</u>
Palau	1 (Maryknoll Sisters) Catholic 1 (Am. Board of Foreign Missions) Protestant	96
Truk	3 (Sisters of Mercy) Catholic 1 (Society of Jesus) 1 (Am. Board of Foreign Missions)	412
Marshall Is	2 (Society of Jesus) 1 (Am. Board of Foreign Missions)	180
Ponape	1 (Sisters of Mercy) 1 (Society of Jesus) 3 (Am. Board of Foreign Missions)	435
Salpen	None	-

There are no government cash subsidies or grants-in-aid allowed missionaries.



Protestant Church, Mokil Island, Ponape District, Eastern Carolines.